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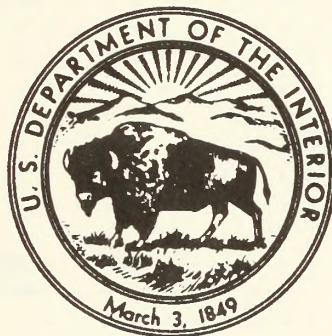


BUREAU OF LAND MANAGEMENT

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BUDGET JUSTIFICATIONS, F. Y. 1978**



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BUREAU OF LAND MANAGEMENT

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UNITED STATES GOVERNMENT

BUREAU OF LAND MANAGEMENT
Justification for FY 1978 Appropriation

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MINISTRY OF LAND MANAGEMENT
INVESTIGATION FOR THE RECONSTRUCTION

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One of the major purposes of the program is to provide for the training and development of personnel in the various fields of the program. This is accomplished through the establishment of a permanent staff of personnel who are trained and experienced in the various fields of the program. The program is designed to provide for the training and development of personnel in the various fields of the program.

In 1970, the Department of the Interior, the Bureau of Land Management, the Federal Land Policy and Management Act, and the National System of Public Lands, were established. The Department of the Interior, the Bureau of Land Management, the Federal Land Policy and Management Act, and the National System of Public Lands, were established. The Department of the Interior, the Bureau of Land Management, the Federal Land Policy and Management Act, and the National System of Public Lands, were established.

On the other hand, the program is designed to provide for the training and development of personnel in the various fields of the program. This is accomplished through the establishment of a permanent staff of personnel who are trained and experienced in the various fields of the program. The program is designed to provide for the training and development of personnel in the various fields of the program.

Summary of Major Findings

Generally, the program provides a total of \$1,500,000 to support the program and to pay for the program's operating expenses.

* \$1,500,000 is allocated to the program for the purpose of providing for the program's operating expenses.

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HIGHLIGHT STATEMENT

In 1776, the Continental Congress authorized the raising of a National Army to fight the War for Independence. As payment for military service the Congress promised land to its soldiers; and in so doing, set into motion events which led to the cession of land from the several States to the Federal Government and spawned the concept of the "public lands".

Over the course of history the public lands have served the Nation well, contributing their wealth and riches to the common economic and social good. After two centuries of acquisition, disposal, and reservation, much of this land remains; it is as much a part of the American present - and future - as it was in 1776. The public lands now comprise some 470 million acres, 20 percent of the Nation's land area.

In 1976, our Bicentennial Year, the Congress passed major new legislation, the Federal Land Policy and Management Act (Public Law 94-579), providing a new comprehensive multiple use charter for the public lands, under BLM stewardship, to help satisfy the many demands and expectations of a diverse National population. Several new programs reflected in this budget are to implement provisions of this and other recent legislation including the Alaska Native Claims Settlement Act amendments of 1976, (Public Law 94-204), Naval Petroleum Reserves Production Act of 1976 (Public Law 94-258), the Federal Coal Leasing Amendments Act (Public Law 94-377), and the Act which provides for in lieu of tax payments to counties and similar units of local government (Public Law 94-565).

In an effort to provide for some of the more urgent mandates required by this recent legislation, a major reprogramming action is being proposed in FY 1977. Involving shifts of both positions and funds, the redirection of \$4.1 million and 43 positions out of certain programs into others is displayed in this budget on page 15. The FY 1978 budgetary changes are predicated on a revised base as adjusted by this reprogramming proposal.

BUDGET REQUEST

MANAGEMENT OF LANDS AND RESOURCES:

Specifically, the Budget provides a total of \$4,550,000 in increases for Federal Land Policy and Management Act activities including:

- ° \$500,000 to initiate a review of all existing public land withdrawals and making appropriate recommendations for changes to the Congress;
- ° \$400,000 for establishing District grazing advisory boards;
- ° \$1,200,000 for interim management activities to protect the fragile resources of the California Desert;
- ° \$1,200,000 to accelerate the review of all existing primitive, natural, and roadless areas for possible wilderness designations in accordance with the schedule in the Act;
- ° \$1,000,000 for a long range study of public land management objectives, programs, and regulatory requirements under provisions of the new Act;
- ° \$250,000 for law enforcement training and contracts with state and local agencies.

A total of \$4,225,000 in increases is requested in this budget for lands and realty and cadastral survey activities to implement the 1976 Alaska Native Claims Act amendments and reduce the growing backlog of Claims Act cases.

A 1977 supplemental of \$2,400,000 is included in the Budget for the same purpose.

Another major consideration and objective in formulating the Bureau's 1978 Budget has been to continue the thrust of recent years toward maximizing production of public land energy resources with appropriate environmental safeguards.

- ° Second year requirements for the Federal coal leasing program necessitate a major increase of \$6,100,000 for environmental impact statement preparation, reclamation potential studies, and lease scheduling activities;
- ° An additional \$2,000,000 is needed for Fiscal Year 1978 for ongoing Outer Continental Shelf environmental baseline and monitoring studies;
- ° Also in the energy area, \$1,500,000 is requested for surface management and land use planning for the National Petroleum Reserve Alaska. Jurisdiction over the reserve is being transferred from the Department of the Navy to Interior as provided in Public Law 94-258.

Other energy and nonenergy minerals program increases requested include:

- ° \$660,000 to accommodate increased onshore oil and gas leasing activities;
- ° \$880,000 to reduce existing mineral patent applications backlogs, including contested oil shale patent applications, and
- ° \$200,000 for phosphate and potash leasing activities in New Mexico and Florida.

For many years, BLM has been a leader in developing and utilizing manpower saving automated data processing techniques for administrative functions such as financial and personnel management. Use of ADP technology for resources programs has not kept pace with administrative applications even though land use planning and environmental analysis activities have accounted for a quantum increase in the amount of information available about the land and its resources. To implement a recently completed plan for more efficient storage and use of all types of resource data, an increase of \$2,960,000 is proposed.

Aside from new legislation, energy program, and data management requirements, budget increases for management functions are targeted at two critical problem areas including:

- ° The urgent need for preservation of Eastern States land records (+\$200,000), and
- ° The need for expanded cadastral survey support to the accelerated program for public domain timber sales (+\$440,000).

Nonprogrammatic support activities requiring increases are general administration (a net increase of \$170,000); employee injury compensation payments (\$382,000), and October 1976 pay raise annualization requirements (\$392,000).

ACQUISITION, CONSTRUCTION AND MAINTENANCE:

The budget for acquisition, construction and maintenance activities in two appropriations is increased significantly from Fiscal Year 1977 levels. Construction requirements for needed buildings including office facilities and warehouses are budgeted at \$3,848,000, up \$933,000 from Fiscal Year 1977. In the recreation construction program, an increase of \$694,000 is attributable to construction of a second California Desert Way Station at Yuha. Necessary building and recreation maintenance program increases total \$596,000. Road construction, road maintenance, and acquisition activities are continued at the 1977 level totalling \$7,392,000.

PAYMENT IN LIEU OF TAXES:

The request for the Payment in Lieu of Taxes legislation is \$100,000,000, the best current estimate of funding requirements pending necessary acreage verifications and reports from state governments on pass through of certain existing payments which impact the in lieu of taxes entitlement formula.

RANGE IMPROVEMENT FUND:

The new Federal Land Policy and Management Act formula which provides for appropriation of fifty percent of all grazing receipts, accounts for an increase of \$1,380,000 to be used for construction and maintenance of range improvements. No increase in grazing fees is scheduled for calendar year 1977.

OREGON AND CALIFORNIA GRANT LAND FUND:

In the Oregon and California Grant Lands fund, an obligation program of \$40.2 million is proposed, and new budget authority to be derived from receipts is estimated at \$45 million. The obligation program level is a net decrease of \$3.8 million from FY 1977. Included in the decrease is \$4,390,000 in the Acquisition and Construction activity primarily reflecting a reduction of the amount provided for construction of a new district office in Medford, Oregon in Fiscal Year 1977. A reduction of \$3,100,000 in the O&C road maintenance program is also proposed and is attributable to a one-time Fiscal Year 1977 requirement to pay the Federal Highway Administration for the undepreciated value of road maintenance equipment transferred to BLM. Timber sale planning and forest development work needed to sustain the O&C lands allowable cut accounts for requested increases totalling \$3,690,000.

WORKING CAPITAL FUND:

A working capital fund has been authorized for BLM by the Federal Land Policy and Management Act. \$2,000,000 is included in this budget as initial capital for this new fund.

SERVICE CHARGES, DEPOSITS AND FORFEITURES:

Primarily as a result of the Federal Land Policy and Management Act of 1976, the Fiscal Year 1978 Budget reflects numerous changes in the BLM appropriation account and activity structure. In addition to the Working Capital Fund, a new receipt limitation appropriation, "Service Charges, Deposits, and Forfeitures" is proposed. This account (an estimated \$11,250,000 in Fiscal Year 1978) will use appropriated receipts to finance work necessitated by cost recoverable applications for rights-of-ways including monitoring operational activities of the Trans-Alaska Pipeline. Reductions are provided in the "Management of Lands and Resources" appropriation for these transferred functions. The new appropriation also makes available receipts from timber trespass and bond forfeitures, and receipts for reclamation of community pits and common material sites. These later activities were previously accommodated under the "Expenses, Public Land Administration Act" permanent appropriation.

PUBLIC LAND DEVELOPMENT ROADS AND TRAILS:

The Budget also proposes merging the old "Construction and Maintenance", and "Public Lands Development Roads and Trails" accounts into a single new appropriation for "Acquisition, Construction, and Maintenance". This consolidation is made possible by the inclusion of new road construction and land acquisition authority in the Federal Land Policy and Management Act. It is no longer necessary to rely on Federal Aid Highway Act authority for public domain lands road construction and to have a separate appropriation for that function.

TRUST FUNDS:

A new trust fund, the "Land and Resources Management Trust Fund" reflects consolidation of previously separate trust funds for contributions and public survey work expenses. Appropriation language is proposed for the new fund primarily to make available donations for surveys and other costs incidental to conveying omitted lands to states and private individuals as authorized by Section 211 of the Federal Land Policy and Management Act.

ACTIVITY CHANGES

The activity structures in "Management of Lands and Resources" and in "Oregon and California Grant Lands" have been somewhat modified in this budget. In the first instance, new subactivities are added and activity titles modified to identify law enforcement and data management functions. Oregon and California Grant Lands activities have been retitled to conform with the activity titles for similar functions in other appropriations.

REVENUES

The estimated revenue to be generated by BLM activities including OCS leasing, other mineral leasing, timber sales, land sales, etc. in Fiscal Year 1978 is \$3.755 billion.

STATUS OF AUTHORIZATIONS

In past years, the authority for virtually all BLM activities was contained in legislation such as the Taylor Grazing Act which provided permanent authorizations for specific activities with no dollar limitation. Under the Federal Land Policy and Management Act of 1976 (Section 318), an additional authorization for Fiscal Year 1978 only is provided for "such sums as may be necessary to carry out the purposes and provisions of this Act". However, this same section requires that beginning with Fiscal Year 1979, BLM must secure dollar authorizations for all its programs except firefighting, permanent and trust appropriations, appropriations based upon receipts, and reimbursements. A request for the authorization of appropriations for all nonexcluded programs for Fiscal Years 1979 through 1982 will be submitted to the Congress by May 15, 1977 as required by the new Act.

None of the programs or activities in the Fiscal Year 1978 request are pending enactment of any new authorizing legislation.

PRODUCTIVITY

BLM has a continuing management improvement effort underway to reallocate scarce funds and positions enabling it to meet some existing and emerging priorities. Examples of accomplishments include:

- ° Organizational changes including consolidation of two service centers into one, district office consolidations in several western states, and establishment of area offices closer to the lands under management has permitted the redirection of the equivalent of 230 permanent full-time positions to more direct and productive work.
- ° Technological investments directed to increase productivity have produced an operational cadastral survey system. Employing the principles of inertial guidance, new electronic survey systems are expected to ultimately increase survey production in Alaska three-fold over more conventional techniques. The adaptation of a lightning strike detection system is another innovation used by BLM which will reduce wildland firefighting costs by directing fire surveillance aircraft and reducing initial fire attack response time. Depending on the severity of a fire season, this relatively inexpensive improvement can result in millions of dollars of fire-related savings and lead to a substantial reduction in acreages lost to lightning caused fires.

Conclusion

BLM is a diverse agency and in a state of rapid evolution. No longer oriented solely to land disposal, mining, grazing, and timber production, its concerns have, of necessity, expanded into other fields - archeology, wildlife, hydrology, geology, air quality, and, socio-economics to name a few. This diversity is essential to the total and balanced management of the lands and resources under its jurisdiction.

This FY 1978 budget request will directly impact the management and administration of 20% of the Nation's surface, most of the Continental Shelf, and all subsurface rights vested in Federal ownership. In all, a 2.1 billion acre estate, of surface, subsurface, and submerged land, is under some form of BLM stewardship; encompassing an area as large as the entire United States.

Requested funds and manpower will aid in reversing a declining trend in resource conditions where it is occurring on a wide spread basis, and will improve the productivity of these lands for present and future use. These lands will yield goods and services to the economy, which in FY 1978 will have a sale value of \$3.7 billion dollars. Yet, the value of such materials as oil and gas, coal, timber, and livestock forage, is only a part of the worth of these lands to society. This budget also recognizes the intangible attributes which are also of direct concern to much of the American public; safety of the visitors to the lands, enhanced recreation and wildlife pursuits, aesthetics and wilderness, preservation of relics of man's past, clean air and water do not produce revenue but are very much a part of total value this estate has to offer.

Adequate management input, balanced to favor all land values, will yield the greatest return to the Nation over the long run.

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

Budget Authority
(in thousands of dollars)

Account & Functional Code	1976 Actual	1977 Estimate	1978 Estimate
<u>Federal Funds</u>			
<u>General & Special Funds:</u>			
Management of Lands & Resources Supplementals 302	\$ 215,463	\$ 228,737 37,400 <u>a/</u>	\$ 237,711
Acquisition, Construction & Maintenance 302	4,504 <u>b/</u>	- 3,740 <u>c/</u>	17,558
Payments in Lieu of Taxes 852	--	100,000 <u>a/</u>	100,000
Oregon & California Grant Lands (indefinite special fund) 302	25,104	41,250	45,000
Range Improvements (indefinite special fund) 302	5,435	7,370	8,750
Recreation Development & Operation of Recreation Faci- lities (indefinite special fund) 302	300	300	300
Service Charges, Deposits, and Forfeitures (indefinite special fund) 302	--	--	11,250
Permanent Appropriations (permanent indefinite) 999	174,443	140,800	266,150
Working Capital Fund 302	--	--	2,000
Total Federal Funds, BLM	<u>425,249</u>	<u>552,117</u>	<u>688,719</u>
BLM Trust Funds (indefinite) 302	421	700	700
Total Federal & Trust Funds	<u>425,670</u>	<u>552,817</u>	<u>689,419</u>

a/ Proposed for later transmittal under existing legislation. The Management of Lands and Resources supplemental request for 1977 totals \$37,400,000, of which \$20,000,000 is for transfer to the Land and Water Conservation Fund to repay amounts temporarily transferred to BLM in the Transition Quarter to cover excess firefighting obligations.

b/ Includes appropriations of \$9,404 and recissions of \$4,900.

c/ Includes appropriations of \$10,160 and recissions of \$13,900.

RECEIPTS BY SOURCE

The following table shows actual receipts of the Bureau of Land Management for Fiscal Years 1974, 1975, and 1976, and estimated receipts for the Transition Quarter, and Fiscal Years 1977 and 1978.

	Actual 1974	Actual 1975	Actual 1976	Actual TQ	Estimate 1977	Estimate 1978
Sales, Public Lands and Materials.....\$	2,056,000	\$ 20,281,000	\$ 5,761,000	\$ 1,491,000	\$ 3,200,000	\$ 3,400,000
Fees and Commissions.....	12,460,000	18,275,000	19,357,000	6,158,000	20,300,000	22,000,000
Mineral Leasing a/.....	271,722,000	329,669,000	347,690,000	71,480,000	350,700,000	404,200,000
Mineral Leasing, Outer Continental Shelf....	6,748,394,000	2,427,965,000	2,662,448,000	1,311,119,000	2,600,000,000 b/	3,100,000,000 b/
Grazing Fees.....	11,751,000	11,659,000	16,241,000	1,069,000	17,500,000	17,500,000
Right-of-Way Leases....	527,000	550,000	700,000	155,000	750,000	750,000
Timber Sale.....	127,775,000	108,155,000	130,841,000	67,008,000	179,500,000	196,500,000
Miscellaneous Receipts.	1,197,000	3,060,000	8,892,000	1,676,000	10,350,000	10,450,000
Total	\$7,175,882,000	\$2,919,614,000	\$3,191,930,000	\$1,460,156,000	\$3,182,300,000	\$3,754,800,000

a/ Includes Mineral Leasing receipts collected by BLM and transferred to other agencies for distribution.

b/ Despite a critical need for additional oil and gas, the receipt level for FY 1977 and FY 1978 will depend upon the anticipated impact of each proposed sale upon the environment as well as the continuing safe operation of existing production facilities.

PAYMENT OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES
FY 1976

States	Sale of Public Land and Timber	Mineral Leases and Permits	Forage Receipts Inside Taylor Grazing Districts	Forage Receipts Outside Taylor Grazing Districts	Other	Total
Alabama		18,862				18,862
Alaska	239,472	4,299,455				4,538,927
Arizona	1,724	234,687	34,705	75,376		346,492
Arkansas		104,890				104,890
California	367,488	6,521,766	6,794	77,312		6,973,360
Colorado	4,519	34,519,845	38,257	31,037		34,593,658
Florida		17,780				17,780
Idaho	12,502	1,004,381	71,283	23,926		1,112,092
Kansas		246,799		52		246,851
Louisiana		185,458				185,458
Michigan		8,901				8,901
Mississippi		10,385				10,385
Montana	2,437	4,486,109	49,135	91,843	257,711 a/	4,887,235
Nebraska	(9)	41,810		598		42,399
Nevada	56,743	757,181	121,491	17,241		952,656
New Mexico	5,711	25,633,402	62,938	136,585	15,125 a/	25,853,761
North Dakota		574,527		4,863		579,390
Oklahoma		324,754		288		325,042
Oregon	200,642	33,018	63,672	32,661	50,553,654 b/	50,883,647
South Dakota	219	303,700		39,696		343,615
Utah	147,305	5,512,655	66,013		1,915 a/	5,727,888
Washington	905	471		15,755		17,131
Wyoming	5,285	34,768,272	85,586	227,168		35,086,311
TOTAL	1,044,943	119,609,108	599,874	774,401	50,828,405	172,856,731

a/ Executive Order 10787, November 6, 1958, and 10890, October 27, 1960, from grazing and mineral receipts, L.U. lands.

b/ From "O&C" Lands, \$49,347,960; Coos Bay Wagon Road Lands \$1,205,694.

PAYMENT OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES
Transition Quarter

<u>State</u>	<u>Sale of Public Land and Timber</u>	<u>Mineral Leases and Permits</u>	<u>Forage Receipts Inside Taylor Grazing Districts</u>	<u>Forage Receipts Outside Taylor Grazing Districts</u>	<u>Other</u>	<u>Total</u>
Alabama		12,667				12,667
Alaska	33,187	1,006,969				1,040,156
Arizona	2,385	160,944	40,471	91,803		295,603
Arkansas		61,803				61,803
California	44,212	4,056,301	10,583	88,941		4,200,037
Colorado	6,455	29,790,961	46,378	39,688		29,883,482
Florida		1,952				1,952
Idaho	34,403	243,226	101,362	36,129		415,120
Kansas		133,921		29		133,950
Louisiana		270,628				270,628
Michigan		9,047				9,047
Mississippi		3,381				3,381
Montana	1,784	2,555,860	67,355	115,954		2,740,953
Nebraska		26,654		1,020		27,674
Nevada	75,457	267,498	178,613	26,984		548,552
New Mexico	29,633	15,491,012	131,023	186,828		15,838,496
North Dakota		405,811		7,286		413,097
Oklahoma		174,397		120		174,517
Oregon	291,229	26,536	80,424	42,208	59,450,248 a/	59,890,645
South Dakota	20	107,631		57,143		164,794
Utah	21,448	3,140,949	80,864			3,243,261
Washington	17,494	452		21,201		39,147
Wyoming	6,574	20,229,674	109,273	303,834		20,649,355
TOTAL	564,281	78,178,274	846,346	1,019,168	59,450,248	140,058,317

a/ From "O&C" Lands, \$59,120,860; Coos Bay Wagon Road Lands \$329,388

MANAGEMENT OF LANDS
AND RESOURCES

BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES

Analysis by Activities
(Direct Appropriations)

	FY 1976 Amount Available	FY 1977 Amount Available	FY 1978 Estimate	Increase(+) or Decrease(-) 1978 Compared with 1977	Page Reference
1. Energy and Minerals Management	\$72,543,000	\$87,814,000	\$98,295,000	\$+10,481,000	21
2. Lands and Realty Management	36,269,000	35,779,000	24,708,000	-11,071,000	42
3. Renewable Resources Development, Protection and Management	54,656,000	60,877,000	63,974,000	+ 3,097,000	52
4. Planning and Data Management	7,376,000	20,133,000	24,133,000	+ 4,000,000	77
5. Cadastral Survey	14,782,000	15,694,000	17,724,000	+ 2,030,000	86
6. Firefighting and Rehabilitation	25,250,000	4,750,000	4,750,000	--	92
7. Administration and Enforcement	4,587,000	3,690,000	4,127,000	+ 437,000	94
	<u>215,463,000</u>	<u>228,737,000</u>	<u>237,711,000</u>	<u>+ 8,974,000</u>	

BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES

Analysis by Activity
(Direct Appropriations)

	FY 1976 Amount Available	- Fiscal Year 1977 -		
		Total Appropriation	Pay Cost Supplemental	Amount Available
1. Energy and Minerals Management	\$72,543,000	\$86,672,000	\$1,142,000	\$87,814,000
2. Land and Realty Management	36,269,000	34,703,000	1,076,000	35,779,000
3. Renewable Resources Development, Protection and Management	54,656,000	59,260,000	1,617,000	60,877,000
4. Planning and Data Management	7,376,000	19,675,000	458,000	20,133,000
5. Cadastral Survey	14,782,000	15,263,000	431,000	15,694,000
6. Firefighting and Rehabilitation	25,250,000	4,750,000	--	4,750,000
7. Administration and Enforcement	4,587,000	3,506,000	184,000	3,690,000
	<u>215,463,000</u>	<u>223,829,000</u>	<u>4,908,000</u>	<u>228,737,000</u>

MANAGEMENT OF LANDS AND RESOURCES

Analysis by Subactivities

Activity/Subactivity	1976 Amount Available	1977 Amount Available	Authorized Perm. Positions	1978 Estimates	Authorized Perm. Positions	Increase (+) or Decrease (-) 1978 Compared with 1977 Dollars	Positions
<u>1. Energy and Minerals Management</u>							
A. Energy Minerals - Onshore	\$14,390,000	\$25,724,000	612	\$33,069,000	673	+\$7,345,000	+ 61
B. Energy Minerals - Offshore	55,060,000	56,550,000	232	58,581,000	232	+ 2,031,000	--
C. Non-Energy Minerals - Onshore	3,093,000	5,540,000	190	6,645,000	206	+ 1,105,000	+ 16
Total	72,543,000	87,814,000	1,034	98,295,000	1,111	+10,481,000	+ 77
<u>2. Lands and Realty Management</u>							
A. Lands and Realty Operations	27,424,000	28,518,000	946	24,708,000	856	- 3,810,000	- 90
B. Trans-Alaska Pipeline	8,845,000	7,261,000	46	--	--	- 7,261,000	- 46
Total	36,269,000	35,779,000	992	24,708,000	856	-11,071,000	-136
<u>3. Renewable Resources Development, Protection and Management</u>							
A. Forest Management	6,087,000	6,041,000	184	5,979,000	180	- 62,000	- 4
B. Range Management	20,752,000	23,573,000	565	23,933,000	557	+ 360,000	- 8
C. Recreation Management	4,995,000	6,689,000	165	9,076,000	169	+ 2,387,000	+ 4
D. Soil, Water, Air Management	9,966,000	10,889,000	264	11,283,000	262	+ 394,000	- 2
E. Wildlife Habitat Management	4,656,000	5,381,000	119	5,386,000	117	+ 5,000	- 2
F. Fire Management	8,200,000	8,304,000	212	8,317,000	207	+ 13,000	- 5
Total	54,656,000	60,877,000	1,509	63,974,000	1,492	+ 3,097,000	- 17
<u>4. Planning and Data Management</u>							
A. Planning for Multiple Use	7,376,000	10,422,000	281	11,426,000	281	+ 1,004,000	--
B. Data Management	--	9,711,000	153	12,707,000	167	+ 2,996,000	+ 14
Total	7,376,000	20,133,000	434	24,133,000	448	+ 4,000,000	+ 14

MANAGEMENT OF LANDS AND RESOURCES (continued)

Analysis by Subactivities

Activity/Subactivity	1976 Amount Available	1977 Amount Available	Perm. Positions	1978 Estimates	Perm. Positions	Increase(+) or Decrease(-) 1978 Compared with 1977 Dollars Positions
5. Cadastral Survey						
A. Alaska Surveys	\$7,816,000	\$8,419,000	80	\$9,988,000	82	+ \$1,569,000 + 2
B. Lower 48 Surveys	6,966,000	7,275,000	323	7,736,000	328	+ 461,000 + 5
	14,782,000	15,694,000	403	17,724,000	410	+ 2,030,000 + 7
6. Firefighting and Rehabilitation						
A. Firefighting	24,650,000	4,150,000	--	4,150,000	--	-- --
B. Rehabilitation	600,000	600,000	--	600,000	--	-- --
Total	25,250,000	4,750,000	--	4,750,000	--	-- --
7. Administration and Enforcement						
A. Law Enforcement	--	361,000	10	612,000	10	+ 251,000 --
B. General Administration	4,587,000	3,329,000	162	3,515,000	169	+ 186,000 + 7
Total	4,587,000	3,690,000	172	4,127,000	179	+ 437,000 + 7
GRAND TOTAL	215,463,000	228,737,000	4,544	237,711,000	4,496	+ 8,974,000 - 48

MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities and Subactivities of Proposed Changes in FY 1977 Appropriation

Activity/Subactivity	Appropriation FY 1977	Adj. Estab. Data Mgmt. Subactivity	Federal Land Policy & Management Act			Oil Shale Patent Processing	FY 1977 Proposed Pay Cost Supplemental	Revised FY 1977 Total as shown in President's Budget
			P.L. 94-579		Reprogramming/ Processing			
			Law Enforcement Restructure	Reprogramming/ Processing				
Energy & Minerals Management	(89,426,000)	(-31,654,000)		(-\$1,100,000)		(+\$1,142,000)	(887,814,000)	
Energy Minerals-Onshore	25,698,000	-860,000		+400,000		+686,000	25,724,000	
Energy Minerals-Offshore	58,417,000	-617,000		-1,500,000		+250,000	56,550,000	
Non-Energy Minerals-Onshore	5,311,000	-177,000		--		+206,000	5,540,000	
Land & Realty Management	(37,044,000)	(-1,441,000)		(-900,000)		(+1,076,000)	(35,775,000)	
Lands & Realty Operation	29,188,000	-1,346,000		-400,000		+1,076,000	28,518,000	
Trans-Alaska Pipeline	7,856,000	-95,000		-500,000			7,261,000	
Renewable Resources Development, Protection, & Management	(63,302,000)	(-3,592,000)		(-\$350,000)		(+1,617,000)	(60,877,000)	
Forest Management	7,168,000	-1,131,000		-200,000		+204,000	6,041,000	
Range Management	24,878,000	-1,124,000		-600,000		+619,000	23,573,000	
Recreation Management	6,153,000	-348,000		+800,000		+159,000	6,689,000	
Soil, Water & Air Management	11,063,000	-356,000		-100,000		+282,000	10,889,000	
Wildlife Habitat Management	5,574,000	-245,000		--		+127,000	5,381,000	
Fire Management	8,466,000	-388,000		--		+226,000	8,304,000	
Planning & Data Management	(8,645,000)	(+8,930,000)		(+2,100,000)		(+456,000)	(20,133,000)	
Planning for Multiple Use	8,645,000	-617,000		+2,100,000		+284,000	10,422,000	
Data Management		+9,547,000				+164,000	9,711,000	
Cadastral Survey	(15,873,000)	(-610,000)				(+431,000)	(15,694,000)	
Alaska Survey	8,666,000	-333,000				+86,000	8,419,000	
Lower 48 Survey	7,207,000	-277,000				+345,000	7,275,000	
Firefighting & Rehabilitation	(4,750,000)	--					(4,750,000)	
Firefighting	4,150,000	--					4,150,000	
Rehabilitation	600,000	--					600,000	
Administration & Enforcement	(4,789,000)	(-1,633,000)		(+350,000)		(+184,000)	(3,690,000)	
Administration	4,789,000	-1,633,000				+173,000	3,329,000	
Enforcement				+350,000		+11,000	361,000	
Total Management of Lands & Resources	\$223,829,000	--	--	--	--	\$4,908,000	\$228,737,000	

1/ Details provided on following page.

DETAIL OF FY 1977 REPROGRAMMING

In an effort to accomodate Fiscal Year 1977 new priority funding requirements associated with recent legislation including:

- The Federal Land Policy and Management Act (P.L. 94-579), approved October 21, 1976
- The Naval Petroleum Reserve Production Act (P.L. 94-258), approved April 5, 1976.
- The 1976 Amendment to the Wild and Scenic Rivers Act (P.L. 94-486), approved October 12, 1976.

The following reprogramming actions are proposed:

- A decrease of \$1,500,000 in Outer-Continental Shelf leasing to finance the 1977 requirements for developing a land use plan (+\$1,000,000) and surface management (+\$500,000) of the National Petroleum Reserve-Alaska. The OCS decrease is based on deferring the start of a baseline study for the Northern California-Oregon-Washington Pacific OCS area where no sales are currently planned.
- A decrease of \$700,000 consisting of \$200,000 in forest management and \$500,000 in energy related lands casework to finance \$700,000 needed in FY 1977 for review of existing primitive and natural areas for possible wilderness designation as required by P.L. 94-579.
- A decrease of \$700,000 consisting of \$600,000 in energy related lands casework and \$100,000 from the geothermal steam program to finance \$700,000 for first year costs of mining claim recordation as mandated by P.L. 94-579.
- Decreases of \$600,000 in range management and \$500,000 in Trans-Alaska pipeline inspection to finance \$1,100,000 for accelerated land use planning for the California Desert in accordance with the 1980 deadline for a Desert management plan contained in P.L. 94-579.
- A decrease of \$100,000 in soil, water and air management to finance development of a management plan for the Upper Missouri Wild and Scenic River.
- In addition to the funds reprogrammed above, the following position reprogramming occurred in order to provide personnel for the increased programs: a) Geothermal (-2), Oil Shale (-1), Oil and Gas (-13), and Material Sales/Minerals Leasing (-4), to staff Mining Claim recordation (+12), NPRA Management (+5), and NPR-A planning (+3); b) energy related lands casework (-8), and forest management (-7), to staff wilderness review (+15); c) range management (-5), to staff California Desert Planning (+5); and d) planning for multiple use (-3), to staff the Upper Missouri Wild and Scenic River program (+3).

Budgetary changes in FY 1978 are predicated on a FY 1977 base as adjusted by this proposed reprogramming.

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources

Appropriation, 1976	\$189,582,000	
Pay act supplemental	2,871,000	
Fire supplemental	20,500,000	
SOHIO Oil Pipeline and Arctic Gas Pipeline Supplemental	2,510,000	
Total Appropriation, 1976		<u>\$215,463,000</u>
Appropriation, 1977	223,829,000	
Proposed pay cost supplemental (October 1976 pay) .	<u>4,908,000</u>	
Total available, 1977		<u>228,737,000</u> 1/

SUMMARY OF INCREASES AND DECREASES, 1978

	<u>Base for</u> <u>1978</u>	<u>Increase/Decrease</u> <u>1978</u>
<u>ENERGY AND MINERALS MANAGEMENT</u>		
<u>Energy Minerals, Onshore</u>		
- Oil and Gas -		
To provide for surface management and protection in the National Petroleum Reserve - Alaska [\$500,000]; and accommodate the increased workload in lease development related activities, including access to leases and considering visual resources in management decisions [\$600,000].....	\$ 8,561,000	+\$1,160,000
- Coal -		
Accelerate regional coal environmental impact statements effort [\$2,900,000]; assess reclamation potential of specific lands [\$2,700,000]; and implement the lease schedule phase of the energy minerals activity recommendation system [\$500,000].....	14,081,000	+ 6,100,000
- Geothermal -	2,474,000	---
- Oil Shale -	608,000	---
<u>Energy Minerals, Offshore</u>		
To fund environmental baseline and monitoring study requirements in FY 1978	56,550,000	+ 2,000,000
<u>Nonenergy Minerals, Onshore</u>		
- Mineral Materials -	1,929,000	---

1/ Does not include proposed program supplemental of \$35,000,000 for firefighting, and \$2,400,000 for Alaska Native Claims Settlement Act implementation.

	<u>Base for 1978</u>	<u>Increase/Decrease 1978</u>
- Mineral Leasing - To provide for phosphate resource data and facilitate potash leasing and operational activities	\$1,998,000	+\$200,000
-Mining Law Administration - To eliminate mineral patent application backlog by 1985 and to process oil shale patent applications under expected court order	1,613,000	+880,000
<u>Pay and Personnel Costs</u>		
To annualize the October 1976 pay raise for civilian employees	--	<u>+141,000</u> +\$10,481,000
<u>LANDS AND REALTY MANAGEMENT</u>		
<u>Land and Realty Operations</u>		
- Status and Records Management - To provide for the installation of a system for preserving and managing Eastern States land records	7,891,000	+200,000
- Energy Casework - To transfer the cost recoverable portion of the energy casework function to the <u>Service Charges,</u> <u>Deposits and Forfeiture</u> receipt limitation appropriation as provided by the Federal Land Policy and Management Act (P.L. 94-579)	12,751,000	- 7,249,000
- Non-Energy Related Casework - To implement provisions of the Alaska Native Claims Settlement Act amendments of 1976 and related new regulations	7,876,000	+2,665,000
- Withdrawal Review - To provide the initial funding for reviewing all existing land with- drawals as required by the Federal Land Policy and Management Act (P.L. 94-579)	--	+500,000
<u>Trans-Alaska Pipeline</u>		
- Construction - To phase out monitoring and sur- veillance of pipeline con- struction	4,110,000	- 4,110,000

	<u>Base for 1978</u>	<u>Increase/Decrease 1978</u>
- Post Construction -		
To transfer post construction monitoring to the <u>Service Charges, Deposits and Forfeiture</u> receipt limit appropriation as provided by the Federal Land Policy and Management Act (P.L. 94-579)	\$3,151,000	-\$3,151,000
<u>Pay and Personnel Costs</u>		
To annualize the October 1976 pay raise for civilian employees	--	+74,000 - \$11,071,000
<u>RENEWABLE RESOURCE DEVELOPMENT, PROTECTION, AND MANAGEMENT</u>		
<u>Forest Management</u>		
To transfer access acquisition functions to the <u>Acquisition, Construction and Maintenance</u> Appropriation	5,041,000	-73,000
<u>Range Management</u>	23,573,000	
(1) To transfer access functions <u>Acquisition, Construction and Maintenance</u> Appropriation	--	-74,000
(2) Establish district grazing advisory boards as authorized by the Federal Land Policy and Management Act (P.L. 94-579)	--	+400,000
<u>Recreation Resource Management</u>	6,689,000	--
(a) To transfer access functions to the <u>Acquisition, Construction and Maintenance</u> Appropriation		-22,000
(b) To accomplish recreation visitor management and to protect the resources in the California Desert		+1,200,000
(c) To accelerate the review of all existing primitive and natural areas and roadless areas on public lands as provided by the Federal Land Policy and Management Act (P.L. 94-579)		+1,200,000
<u>Water, Forage and Habitat Management</u>		
To transfer access function to the <u>Acquisition, Construction and Maintenance</u> Appropriation (-\$4,000) and to provide for increased costs for employee compensation payments (+\$382,000)	10,889,000	+378,000
<u>Wildlife Habitat Management</u>		
To transfer access function to the <u>Acquisition, Construction and Maintenance</u> Appropriation	5,381,000	-2,000

	Base for 1978	Increase/Decrease 1978	
<u>Fire Management</u>	\$ 8,304,000	--	
<u>Pay and Personnel Costs</u>			
To annualize October 1976			
pay raise for civilian			
employees	--	<u>+\$90,000</u>	+\$3,097,000
<u>PLANNING AND DATA MANAGEMENT</u>			
<u>Planning for Multiple Use</u>	10,422,000		
- National Petroleum Reserve - Alaska -			
To continue the land use study			
required by P.L. 94-258 including			
the identification of values			
and recommendations of land and			
resource uses		+1,000,000	
- Long Range Study -			
To provide for a long range			
study of public land programs			
and objectives mandated by			
the Federal Land Policy and			
Management Act (P.L. 94-579)		+1,000,000	
- California Desert -			
Reduction to reflect decrease			
in the total amount available			
to the California Desert. The			
amount available will be used			
to prepare a comprehensive			
long range plan to guide			
management of the desert as			
provided by the Federal Land			
Use Policy and Management Act			
(P.L. 94-579)		-1,000,000	
<u>Data Management</u>			
To implement integrated			
systems for automated data			
management	9,711,000	+2,960,000	
<u>Pay and Personnel Costs</u>			
To annualize October 1976			
pay raise for civilian			
employees	--	<u>+40,000</u>	+4,000,000
<u>CADASTRAL SURVEY</u>			
- Cadastral Survey - Alaska -			
To help reduce the growing			
backlog of surveys required to			
implement the Alaska Native			
Claims Settlement Act Program	8,419,000	+1,560,000	
- Cadastral Survey - Other States -			
To provide capability to			
conduct urgently needed			
selected surveys in Lower 48			
States	7,275,000	+440,000	

	Base for 1978	Increase/Decrease 1978	
<u>Pay and Personnel Costs</u>			
To annualize the October 1976			
pay raise for civilian			
employees		<u>+\$30,000</u>	<u>+\$2,030,000</u>
<u>FIREFIGHTING AND REHABILITATION</u>			
Firefighting	\$4,150,000	--	
Rehabilitation	600,000	--	--
<u>ADMINISTRATION AND ENFORCEMENT</u>			
- Administration -	3,329,000		
(a) To meet increased accounting			
and procurement workloads in			
support of resource programs	--	+200,000	
(b) To finance contract audits			
by the Office of Audit and			
Investigations	--	-30,000	
- Enforcement -			
To train contracted state and			
local law enforcement personnel			
to meet Federal Standards and			
to contract with qualified			
agencies in high demand areas	361,000	+250,000	
<u>Pay and Personnel Costs</u>			
To annualize the October 1976			
pay raise for civilian			
employees	--	<u>+17,000</u>	<u>+437,000</u>
Budget Estimate			<u><u>\$237,711,000</u></u>

1. Energy and Minerals Management

Analysis of Activity

FY 1976 Amount Available	FY 1977 Amount Available	FY 1978 Estimate	Increase (+) or Decrease (-)
\$72,543,000	\$87,814,000	\$98,295,000	+\$10,481,000

1. Energy and Minerals Management: FY 1977, \$87,814,000; FY 1978, \$98,295,000; an increase of \$10,481,000. The increase consists of:

<u>Increase (+) or Decrease (-)</u> Amount	<u>Positions</u>	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
<u>(A) Energy Minerals - Onshore</u>				
(1) +\$1,160,000	+15	\$9,721,000	344	<u>Oil and Gas Leasing</u> : Accommodate increased workload in development related activities, control development of access to leases, consider visual impacts in management decisions (\$660,000) and provide for surface management and protection in the National Petroleum Reserve - Alaska (\$500,000)
(2) +\$6,100,000	+46	\$20,181,000	245	<u>Coal Leasing</u> : Accelerate regional coal environmental impact statement effort (+\$2,900,000), assess reclamation potential of proposed leasing areas (\$2,700,000), and implement lease schedule phase of the Energy Mineral Activity Recommendation System (\$500,000).
(3) -0-	-0-	\$2,474,000	71	<u>Geothermal</u> : No change,
(4) -0-	-0-	\$608,000	13	<u>Oil Shale</u> : No Change
<u>(B) Energy Minerals - Offshore</u>				
(1) +\$2,000,000	-0-	\$58,550,000	232	<u>Energy Minerals - Offshore</u> : To fund FY 1978 efforts for on-going environmental baseline and monitoring studies.
<u>(c) Non-Energy Minerals - Onshore</u>				
(1) -0-	-0-	\$1,929,000	63	<u>Mineral Materials</u> : No Change.
(2) +\$ 880,000	+16	\$2,493,000	71	<u>Mining Law Administration</u> : eliminate mineral patent application backlog by 1985 (\$630,000), and process oil shale patent applications under expected court order (\$250,000).

(3) +\$200,000	-0-	\$2,198,000	72	<u>Non-Energy Mineral Leasing:</u> To obtain phosphate resource data and facilitate potash leasing and operational activities.
D. +\$141,000	-0-	\$141,000	-0-	To annualize the October 1976 pay raise for civilian employees.
E. (+\$185,000)	-0-	(\$1,635,000)	-0-	GSA space costs included above.
+\$10,481,000	+77	\$98,295,000	1111	

Program Synopsis

The objectives of the Energy and Minerals Management activity are:

- ° Orderly and timely development of energy and mineral resources to meet National needs with adequate consideration given to other land and resource values.
- ° Minimizing environmental impacts from development.
- ° Assuring a fair return to the public for the resources sold.

Energy and Mineral resources are made available by patents, leases, and sales, including free use permits to governmental agencies. Regulations providing for protection of the land surface during exploration and extraction are implemented to ensure safeguarding of the public interest and protection of the environment.

Major changes in FY 1978 reflect continued emphasis on energy resource leasing and production with the associated environmental evaluations and impact statements where necessary. Additional funding is requested in onshore oil and gas leasing to facilitate review of proposed development plans, conduct compliance checks, implement visual resource considerations and provide for management control over access. Funds are also requested to fulfill surface management and protection responsibilities in the National Petroleum Reserve-Alaska. In coal leasing, funds are required for preparation of regional environmental impact statements, further implementation of the Energy Mineral Activity Recommendation System, and for assessment of the reclamation potential of lands being considered for lease. Added OCS funding is needed for the next phase of baseline and monitoring study efforts currently underway.

In the non-energy programs, funds are requested to eliminate the existing mineral patent application backlog by fiscal year 1985, to process mineral patent applications related to oil shale lands as expected to be directed by the District Court, and to provide necessary support for realty casework. Funds are also requested for phosphate studies in Florida and for potash leasing activities in New Mexico.

A. Energy Minerals-Onshore

Fiscal Year 1977 \$25,724,000; Fiscal Year 1978 \$32,984,000; an increase of \$7,260,000.

MAJOR PROGRAM CHANGES

(1) Oil and Gas Leasing	+\$1,160,000; Total \$9,721,000 +15 positions; total 344 positions
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Proposal. The requested increase in funding and personnel is necessary to accommodate the increased workload in activities related to oil and gas development specifically the accomplishment of an additional 1,000 compliance checks, review of an additional 375 development plans and completion of an additional 4,000 assignments of leases from one party to another. Capability is also required to provide management control of access to oil and gas leases through issuance of approximately 160 road permits. In conjunction with these activities, funds are requested to provide visual resource assessment input to environmental analysis records (EAR's), development plan approvals and access permits covering approximately 75,000 acres and thus to minimize the adverse visual impacts of proposed actions on public lands. Finally, an increase is necessary to fulfill BLM's surface management and protection responsibilities in the National Petroleum Reserve-Alaska.

Concern for the environment has led to the requirement for more detailed exploration and development plans with an associated increase in the time needed for BLM review. In addition, field checks are now being made in association with development wells, as well as exploratory wells, to assure compliance with stipulations; in previous years emphasis in compliance work was directed primarily to new exploration. Six positions, temporary support and \$240,000 are required for these activities based on the following:

- Review of 375 development plans requires 2 positions and temporary support. The workload includes review of planned activities and surface disturbance; where necessary a joint BLM-USGS field exam is contemplated for each review.
- Performance of an additional 1,000 field investigations to insure compliance with surface protection stipulations in leases requires 4 positions and temporary support. An average of 1.25 days is required per compliance check.

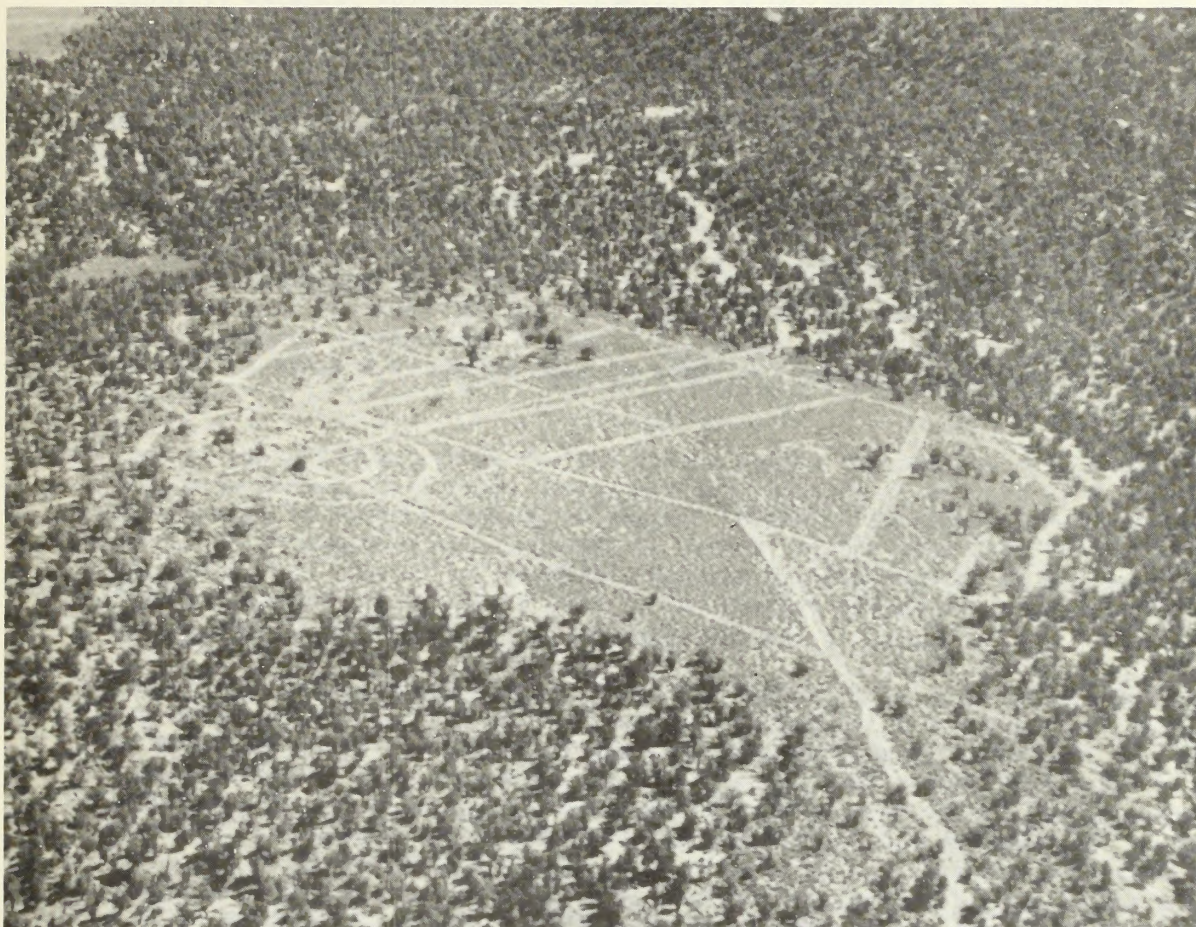
In conjunction with exploratory or development activities, road construction is frequently necessary. In order to provide proper BLM control and management of access to leased areas, BLM now requires the permittee or lessee to acquire a road right-of-way authorization. The associated BLM workload includes environmental analysis (in most cases utilizing the EAR prepared for the lease or development plan) and preparation of appropriate protective stipulations (.25 man-months per case), field review and issuance of permit (.1 man-month), and surface compliance checks (.1 man-month).

Based on the requirement of .45 man-months per permit, four positions, temporary support and \$180,000 are needed to issue 160 of the total road permits anticipated in four States with the greatest oil and gas development activity - Colorado, New Mexico, Utah and Wyoming.

Issuance of oil and gas leases, approval of proposed exploration and development plans, and issuance of road permits all include assessment of environmental impacts and preparation of environmental analyses. One of the major impacts of oil and gas development relates to the visual environment. Thousands of miles of seismic trails scar public lands in Wyoming, Utah and New Mexico, and access roads parallel each other to neighboring drill sites where a single road could be situated to accommodate several sites. Much public anti-development attitude is stimulated by such unsightly development activities. To minimize the adverse impact of land-use management practices on the visual environment, BLM has initiated a visual resource management system similar to that which is

operational in the Forest Service. Basic components of this effort are inventory and evaluation and project application. \$90,000 is required for temporary personnel to accomplish project-level inventory and design work on approximately 75,000 acres affected by oil and gas development activities. This acreage has been identified as critical because of its physical scenic attributes, the public's sensitivity to its scenic quality, and its proximity to major travel routes. The information will be utilized as input to approximately 750 environmental analysis records and 150 development plan reviews. This aspect of the program will result in

better access road locations and other lease stipulations to control unsightly visual impacts.



SEISMIC TRAILS SCAR THE LANDSCAPE NEAR MOAB, UTAH

As provided in the Naval Petroleum Reserves Production Act of 1976 (P.L. 94-258), the Secretary of the Interior assumed all responsibility for protection of environmental, fish and wildlife, recreational, historical, and scenic values in Naval Petroleum Reserve Number 4, Alaska on April 5, 1976. Total jurisdiction over the Reserve, retitled the National Petroleum Reserve-Alaska, will be transferred to the Secretary on June 1, 1977. Exploration for oil and gas will require construction of access roads, (including development of gravel supplies), staging areas, camps, etc. in remote areas having surface values of local, state, and national interest. In addition, other Federal and State agencies plan periodic studies of fish, wildlife, and mineral resources such as coal. All these activities require BLM coordination and management. Temporary manpower and \$500,000 are required to support FY 77 permanent capability to minimize disturbance to all aspects of the NPR-A environment from energy exploration and related activities. Specific activities will include implementation of regulations for surface protection, preparation of approximately 20 Environmental Analysis Reports on well sites, material sites, water sources, and roads; stabilization of disturbed areas not covered by current permits or contracts; approval of applications and issuance of authorization for campsites, roads material sites, and related exploratory work. Funds are also required for various contract studies dealing with identification of archaeological and historic values on a site-specific basis prior to use of the land for exploration drilling and geophysical survey activity; determining the location and availability of water required for drilling wells and constructing

ice roads; and determining the location of fisheries in the immediate areas that will be affected by exploration.

Finally, existing adjudicative capability is not adequate to eliminate the existing backlog in processing oil and gas lease assignments. Since exploration and development activities cannot be initiated on the 4,000 leases involved until the assignments are completed, resource production is at stake. One-third manday per assignment is required; 5 positions and \$150,000 will eliminate the 4,000 backlogged assignments.

Justification. Over the last 30 years, the U.S. energy mix has altered substantially. Petroleum increased from 34.5 percent of the total energy consumption to an estimated 46.6 percent while natural gas moved from 13.6 percent to an estimated 28.4 percent. During this same period the source of U.S. energy has also changed. In 1947 the U.S. was a net exporter of energy. In 1974, U.S. energy imports represented 37 percent of total U.S. petroleum consumption and 4 percent of total U.S. natural gas consumption. These percentages continue to increase.

The oil embargo highlighted for the entire Nation the need to change the trend toward dependence on foreign energy and lent urgency to efforts to accelerate development of domestic energy resources. Based on Bureau of Mines projections, petroleum consumption will increase 52 percent by the year 2000 for an annual average growth rate of 1.7 percent. Natural gas consumption is projected to decrease approximately 13% by 2000 for an average annual negative growth rate of 0.5 percent, even though the short range estimates are up.

Public land leases under BLM's onshore oil and gas leasing program supplied approximately 5.5% of domestic oil production and 5% of domestic gas production in 1975. Development of oil and gas resources on Federal lands must proceed expeditiously to meet the projected resource need and reduce dependence on foreign sources. Furthermore, development must proceed with careful consideration of associated environmental impacts. If the Federal Government is to avoid costly delays in development because of court actions, it must assure identification and analysis of visual resource values in determining appropriate land uses and provide guidance to minimize adverse visual impacts where development is permitted.

In order to provide for visual considerations on locating roads to be constructed as well as to protect environmentally fragile lands and already existing roads, BLM must have the capability to control and manage the access to leased areas. This includes manpower to examine proposed routes on the ground both on and off leased areas, develop stipulations, issue permits in a timely fashion, and monitor use and supervise construction. With the requested capability, BLM will be in a position to avoid irreparable damage to the land. The Solicitor has ruled that BLM has not only the authority but the responsibility in administering the public lands to require lessees, permittees, or those conducting exploratory operations to obtain appropriate permits for road use and construction. The requested increase is needed in FY 1978 to enable BLM to meet its management responsibilities in protecting public lands from damage by uncontrolled access, while at the same time permitting the needed development of energy sources on such lands.

The Naval Petroleum Reserves Production Act of 1976 (P.L. 94-258) mandates Department of the Interior actions in the National Petroleum Reserve-Alaska. Exploratory activities were initiated under contract by the Navy in 1976 and will continue under Interior overview. BLM must have capability to minimize disturbances of soil and plant cover; protect scenic, archaeological and historical values; restore disturbed surfaces; and protect surface resources in areas which may be affected by energy exploration. Existing capability in Alaska cannot accommodate

the new workload associated with meeting the new NPR-A management and protection responsibilities. Since much of the exploration activity will take place in remote and undeveloped areas, delay in providing necessary guidance and management could result in significant damage to surface resources.

Cost Factors. Fifteen permanent positions at an average cost of \$16,000, \$240,000; twenty-one temporary man years at an average cost of \$12,900, \$284,000; travel, per diem and transportation of equipment and supplies for field work, \$86,000; space costs, utilities, printing and supplies, and equipment \$113,000; contract studies and other contractual services, \$437,000.

PROGRAM DESCRIPTION

(1) Oil and Gas Leasing +\$1,160,000; Total \$9,721,000
+15 Positions; Total 344 Positions

The objective of this program is to make available oil and gas resources for development in response to the urgent national requirement for this energy source. As of June 30, 1976 there were 113,005 existing oil and gas leases of which 10,446 were in producing status.

Major components of the oil and gas leasing program are administering existing leases, including processing assignments; reviewing proposed development plans in conjunction with USGS; performing compliance checks; issuing road permits to control access to lease sites; and processing and issuing new leases, including preparation of environmental reports. The program outputs are shown below.

Oil and Gas Leasing Outputs

	<u>1977 Estimates</u>	<u>1978 Estimates</u>
Leases issued	11,100	11,100
Simultaneous filings processed (000)	1,950	2,115
Development plans evaluated (No.)	2,000	2,375
Compliance Checks (No.)	6,900	7,900
Assignments completed	38,300	42,300
Road use authorizations	5,800	5,960
Visual resource management input to EAR's (000 acres)	---	75
Production		
Oil (mil. bbls.)	165	162
Gas (tril. cu. ft.)	1.09	1.18
Revenue from filing fees (\$ million)	\$19.5	\$21.5
Revenue from bonuses, rents, royalties	\$311.5	\$350.8

MAJOR PROGRAM CHANGES

(2) Coal Leasing +\$6,100,000; Total \$20,181,000
+46 Positions; Total 245 Positions

Proposal. Increased funding and personnel are required to further implement the Federal coal leasing program in conformance with the Federal Coal Leasing Amendments Act, approved August 4, 1976. The FY 1977 budget provided capability to initiate this effort. Increases are required to accelerate the regional environmental impact statement (EIS) effort by beginning preparation of an additional two regional EIS's (for a total of 9 EIS's) in FY 1978 and completing EIS's on all 27 regions by 1981. Increased capability is also needed to assess reclamation potential on lands being considered for lease. Finally an increase is requested to implement the scheduling phase of the Energy Minerals Activity Recommendation System (EMARS), the Department's coal leasing process, including development of a coal lease schedule and regional demand analyses.

Environmental Impact Statement Preparation (+\$2,900,000; +23 Positions)

In order to assure that Federal coal resources are developed in accordance with adequate protection of the environment, the Department has identified 27 geographic areas within which Federal coal leasing is most likely. These areas are shown on the map on the following page. Environmental Impact Statements (EIS's) on two of the areas will be completed in FY 1977. Funds and positions were provided in FY 1977 to initiate preparation of seven additional regional EIS's. This capability will be utilized in FY 1978 to continue the effort - specifically to complete the seven EIS's underway and begin preparation of another seven areas. However, in order to complete EIS preparation on all 27 areas originally identified by FY 1981, \$2.9 million and 23 positions are required to initiate preparation of two additional EIS's in FY 1978. This would mean that through FY 1978, 18 EIS's would have been initiated or completed (FY 1977 = 9; FY 1978 = 9). Capability would be available to initiate the final 9 EIS's in FY 1979 and provide for completion by FY 1981. The requested increase assumes maximum utilization of contracts in the preparation of the EIS's, with BLM personnel serving to design, issue, and monitor the contracts; review data outputs to assure necessary quality; and develop final recommendations. Specific geographic locations of the Environmental Impact Statements to be initiated in FY 1978 will consider the nominations recently submitted by industry, the States, and the public through the Energy Minerals Activity Recommendation System process.

Energy Minerals Activity Recommendation System (EMARS) (+\$500,000; +6 Positions)

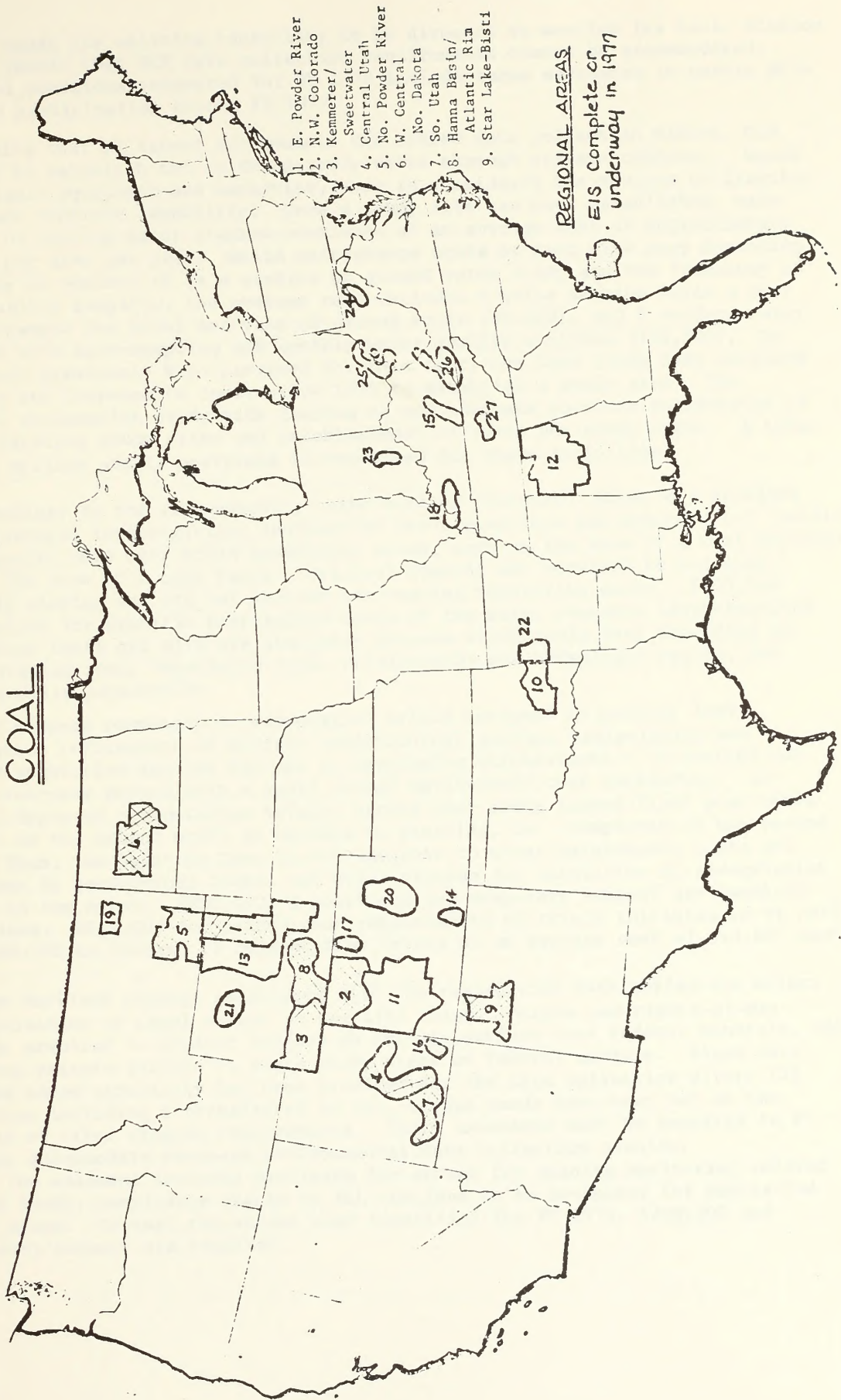
The actual leasing of coal will be accomplished through the EMARS process. Capability was provided in FY 1977 for the ongoing nominations phase of EMARS, including processing the nominations, incorporating the data into the planning system and developing aggregate tract nominations for use by USGS. \$500,000 and six positions with temporary support are necessary in FY 1978 for the scheduling phase of EMARS operations. Specifically, added capability is required for selection of proposed coal lease tracts following completion of regional coal EIS's and adjustment of previously proposed tracts following GS input on coal development potential. Capability is also needed to prepare and keep current analyses of coal demand by specific region and determine the appropriate rate of leasing to accommodate this demand. Finally manpower is requested for the actual development of a 5 year coal lease schedule with identification of specific lease sales and tracts to be offered during the first year and general plans for the four following years. Schedules are to be prepared in each State with substantial input from State governments. A formal schedule will be developed and presented to the Secretary for approval or modification.

Environmental Data Collection (+\$2,700,000; +17 Positions)

Anticipating accelerated coal development and possible resumption of leasing activities, the Department initiated a program in FY 1975 to evaluate disturbance problems and reclamation potential of lands that could be disturbed by coal mining. In FY 1978 \$2.7 million and 17 positions are required to augment the current effort. Information collected through this program provides the Department with environmental data necessary for use in the planning and environmental impact analysis processes as well as in development decisions, mining plan requirements and lease and permit stipulations.

A major component of this data collection effort is reclamation study sites designed to provide detailed baseline data on a specific area for use in indicating problems to be encountered should the area be mined. These study sites are used in forming recommendations for actions during premining, mining, and post-mining to assure satisfactory reclamation. To date these studies have utilized, through a cooperative agreement and BLM funding, the expertise and equipment available from the Bureau of Reclamation. No additional positions have been provided to BR for this participation. In recent years, Congressionally mandated projects have increased BR's construction program. BR's responsibilities in these construction

COAL



projects cause its existing capability to be directed to meeting its basic mission with the result that BLM data collection requirements cannot be accommodated. Additional positions requested for FY 1978 include those necessary to enable BR's continued participation beyond FY 1977.

Recognizing that BR cannot accommodate the entire data collection effort, BLM proposes to establish two to three study sites through private contract. Based on available equipment and expertise, this is considered the maximum utilization of private contract capability. Once a study site has been established, maintenance of various water studies continues at an average cost of approximately \$30,000 per site per year. While maintenance costs at each site vary depending primarily on whether it is a surface or ground water study and the frequency of water quality sampling, the average cost includes 5 wells sampled twice a year at \$500/sample for total analysis of ground water (\$5,000), and 5 surface water stations with auto-sampling and monthly water quality analysis (\$22,500). No funds have previously been provided for this cost, nor have funds been provided to cover the increase in costs since 1975 to establish a study site. The original reclamation study site funding is not adequate to cover maintenance of the 17 existing study sites and establishment of seven new study sites. A total of \$1.5 million and 12 positions is requested for these activities.

Complementary to the site-specific water studies discussed above, BLM provides water resource investigations designed to provide surface and ground water quality and quantity data over broad geographic areas, such as the area of a coal regional EIS or the area of a coal basin. Original funding was provided to initiate specific studies and did not include any ongoing monitoring costs. \$600,000 is required for specific maintenance costs of the water resource investigations. No average costs per site are available because study costs vary depending on precipitation zone, vegetation type, physiography and hydrologic regime, and water quality parameters.

A third program component - revegetation trials designed to provide basic reclamation information on surface conditioning, surface manipulation and adapted vegetative species for use in developing stipulations - is carried out over a two-year period with a small annual maintenance cost thereafter. In certain types of revegetation trials, second year costs exceed first year costs because on the ground work, as opposed to planning, is completed in the second year. Thus, the existing base is not adequate to cover maintenance costs and increases in second-year costs, and still provide for initiation of revegetation trials in new areas. \$400,000, 5 positions and temporary support are required as follows: \$235,000 for second year requirements of trials initiated in FY 1977 and \$165,000 to initiate 12 revegetation trials at an average cost of \$13,800 each.

Another workload element associated with the reclamation data collection effort is acquisition of legal access to specific sites. Access and rights-of-way must be acquired to conduct studies on private surface over Federal minerals, and to cross private surface to reach study areas on Federal surface. Since only limited added capability has been provided for the data collection effort (21 positions including 9 transferred to GS), access needs have been met at the expense of other program requirements. Sixty easements must be acquired in FY 1978 to accommodate proposed environmental data collection studies. Since the easement includes provision for access for ongoing monitoring related to the study, compliance checks by BLM continue to be necessary for contracted study areas. To meet the access need identified for FY 1978, \$200,000 and temporary support are required.

Justification. Fossil fuels provide over 90 percent of the energy consumed in the United States. Currently over 17 percent of this energy is provided from coal; yet coal constitutes 73 percent of the total domestic fossil fuel energy bank. Bureau of Mines projections for total domestic coal demand show a 32 percent increase over the 1974 level in 1980, a 66 percent increase in 1985, and a 180 percent increase in 2000. Roughly half of the total coal resources in the United States are located in the western coal provinces. The Federal Government owns approximately 60 percent of these western coal resources. Furthermore, due to scattered ownership patterns, both surface and subsurface, Federal Government decisions will influence the development of nearly 80 percent of all western coal resources.

The Federal Coal Leasing Amendments Act and the new comprehensive Federal coal leasing policy recognize the significant role that Federal coal can and must play in meeting future domestic energy demand. The increases requested in FY 1978 to continue efforts already underway in implementing the coal policy must be provided to assure that the Department can be responsive to specific needs in a manner that has carefully considered coal resource values, alternative land uses, environmental impact from development, and reclamation potential of the affected lands. Management decisions based on these considerations are not as likely to be challenged in court and thus subjected to associated delays. Completion of the EIS's in a timely manner provides the government with maximum flexibility in offering Federal coal resources for development where they are needed and in the quantity necessary to make a timely contribution to national domestic energy supplies while assuring that the resources are developed in accordance with adequate protection for the environment. The reclamation data collection efforts provide further guidance for decisions on where to lease and how to develop the coal resource to assure maximum reclamation. The latter is carried out through lease stipulations and appropriate provisions in the mining plans.

In addition to facilitating increased coal production from Federal lands, bonus revenues to the Federal Government from competitive lease sales held in FY 1978 through the operation of EMARS are estimated to be \$28.7 million assuming up to five sales under a deferred bonus payment system. \$5.8 million would be collected in FY 1978, with like amounts to be paid in each of the next four years.

Cost Factors. Forty-six permanent positions at an average cost of \$22,200, \$1,023,000; twenty-seven temporary man years at an average cost of \$12,700 \$343,000; travel, per diem, and transportation, \$207,000; space costs, utilities, printing, and supplies, \$245,000; equipment, \$407,000; contracts to acquire data for environmental impact statements, for maintenance of environmental data collection studies, and for conduct of studies on three reclamation study sites, \$3,875,000.

PROGRAM DESCRIPTION

(2) <u>Coal Leasing</u>	+ \$6,100,000; Total \$20,181,000
	+46 Positions; Total 245 Positions

The objectives of this program are to facilitate development of existing leases, and to implement the new Federal coal leasing policy in conformance with the Federal Coal Leasing Amendments Act, approved August 4, 1976. In support of our coal leasing and development actions, the Bureau administers an environmental data collection program designed to provide data on the reclamation potential of specific lands likely to be affected by coal development. This aspect of the program is intended to minimize environmental impacts from surface mining of coal.

The major workload of the coal leasing program involves administration of existing leases, activities preliminary to issuing new leases, and actual lease/permit issuance. Existing lease administration includes readjusting and modifying permit and lease terms, evaluating proposed development plans in conjunction with USGS, and performing field investigations to assure compliance with lease/permit stipulations. Activities preliminary to issuing new leases include completion of land-use plans (Management Framework Plans), preparation of environmental analysis records or environmental impact statements where necessary, EMARS operations in the nominations and scheduling phases and collection of environmental data related to reclamation potential of specific lands. Actual lease issuance includes processing applications which meet the short-term leasing criteria, processing preference right lease applications, and will include competitive coal lease sales under EMARS. Up to five competitive lease sales are tentatively planned in FY 1978.

Coal leasing outputs for FY 1977 and FY 1978 are as follows:

	<u>FY 1977</u>	<u>FY 1978</u>
Leases readjusted	30	30
Leases modified	2	5
Pref. right lease applic. processed	6	50
Short term leases issued	12	15
Competitive lease sales through EMARS	--	5
Leases issued through EMARS sales	--	23
Compliance checks	85	100
Exploration/mining plans evaluated	175	430
Production (million tons)	58	72
Revenues (\$ millions)	\$10.0	\$18.8
Environ. data collection-reclamation potential		
Soil Inventory (000 ac.)	300	300
New reclamation study sites	6	7
Reclamation study sites maintained	11	17
Revegetation studies initiated	14	12
Water gauges installed/maint.	285	385
Water sampling stations install/maint.	188	288

MAJOR PROGRAM CHANGES

(3) Geothermal Leasing

No Change

PROGRAM DESCRIPTION

(3) Geothermal Leasing

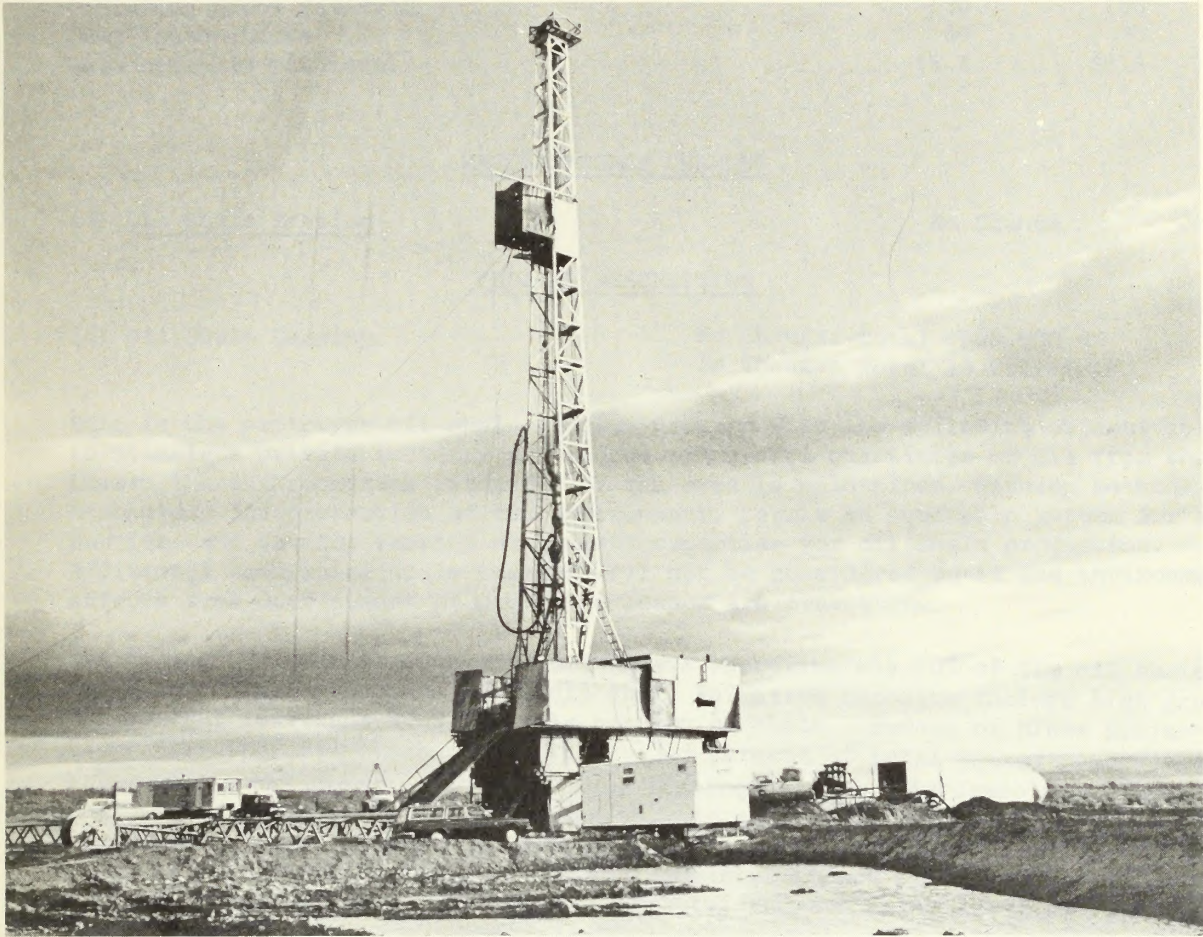
No Change; Total \$2,474,000

No Change; Total 71 Positions

The objective of this leasing program is to provide for development of an alternative energy resource by making geothermal resources available through competitive and noncompetitive leases. Development of geothermal resources has particular significance on a local level where production of one megawatt from geothermal steam saves 35 barrels of oil a day. Geothermal production and hydro-power are projected to increase at an average annual growth rate of 2.7 percent through 2000.

Interest in obtaining noncompetitive geothermal leases is stable, with approximately 700 noncompetitive lease applications being submitted in both FY 1975 and FY 1976. In FY 1976 435 noncompetitive leases were issued. Eleven competitive leases sales were held in FY 1976 with 59 tracts being leased. Nineteen competitive lease sales are planned for FY 1977. While the number of competitive sales is lower in FY 1978 - 11 sales are planned - the workload associated with development activities is expected to increase. This includes reviewing plans of operation, drawing up appropriate stipulations and making field checks to assure

compliance. Close coordination with USGS is required in these actions. Further, when commercial quantities of steam are discovered on a lease (as in the Geysers area in California) permit applications for steam lines, roads, etc., are anticipated.



DRILLING A GEOTHERMAL WELL IN OREGON

Processing noncompetitive applications includes activities such as noting records and overlapping filings, plotting the location of the application on land status plats, adjudication, preparation of an environmental analysis record, reviewing the operating plan submitted with each application and awarding the lease.

Holding a competitive sale includes activities such as preparing an environmental analysis record and, where necessary, an environmental impact statement, determining tracts to be offered for lease, publishing notice of sale, determining lease stipulations to be included, determining bonds to be required, conducting the sale, making a post sale analysis to determine acceptance of high bids, and awarding leases. In addition, BLM is responsible for assigning, modifying and terminating leases.

Given the stable workload in noncompetitive leasing and the increase in development activities being initially accommodated by a reduction in the competitive lease sale workload, no increases are required in FY 1978. Geothermal program outputs are as follows:

	<u>FY 1977</u>	<u>FY 1978</u>
Noncompetitive applications received	700	700
Noncompetitive applications processed	700	700
Competitive lease sales	19	11
Operation plans reviewed	130	160
Compliance checks	50	75
Revenues - (\$ millions)	\$5.4	\$6.6

MAJOR PROGRAM CHANGES

(4) Oil Shale Leasing

No Change

PROGRAM DESCRIPTION

(4) Oil Shale Leasing

No Change; Total \$608,000

No Change; Total 13 Positions

This is the prototype oil shale leasing program with the following objectives: to stimulate private industry to produce commercial quantities of oil from shale, insure the environmental integrity of the area is maintained, develop methods and technology for protection of the environment, permit an equitable return for all parties, and develop leasing management expertise for oil shale production. Additional commercial scale leasing will not be considered until the environmental effects from development of prototype leases are evaluated.

The Federal Government owns and administers approximately 70% of the oil shale resource. The known Green River Oil Shale Formation deposits include high grade shales that represent 20-30 barrels per ton of shale. Bureau of Mines projections show that oil shale could provide 3.5 percent of total energy consumption in 2000. Under the Department's prototype leasing program, six lease sales have been held, with four tracts being leased. In addition, tracts have been nominated for two other sales, with the tracts to be developed using the in-situ method. The oil shale programmatic environmental impact statement is currently being modified to include the proposed tracts, and two sales are planned for FY 1977.

BLM's principal workload is in administration of the existing four prototype leases, particularly monitoring pre-development operations for adequacy of stipulations and compliance. While the Department has suspended development of the four lease tracts for one year, the companies must maintain their environmental monitoring efforts during the period of suspension. BLM's workload will remain essentially the same. If leases are issued as a result of the two planned sales, FY 1978 capability will be utilized in administration of these leases as well as the existing four leases. Effort will also be directed to processing mineral patent applications on oil shale lands in response to an expected Colorado District court ruling. Capability for this effort is provided in the nonenergy minerals subactivity under Mining Law Administration.

Oil Shale Leasing Outputs

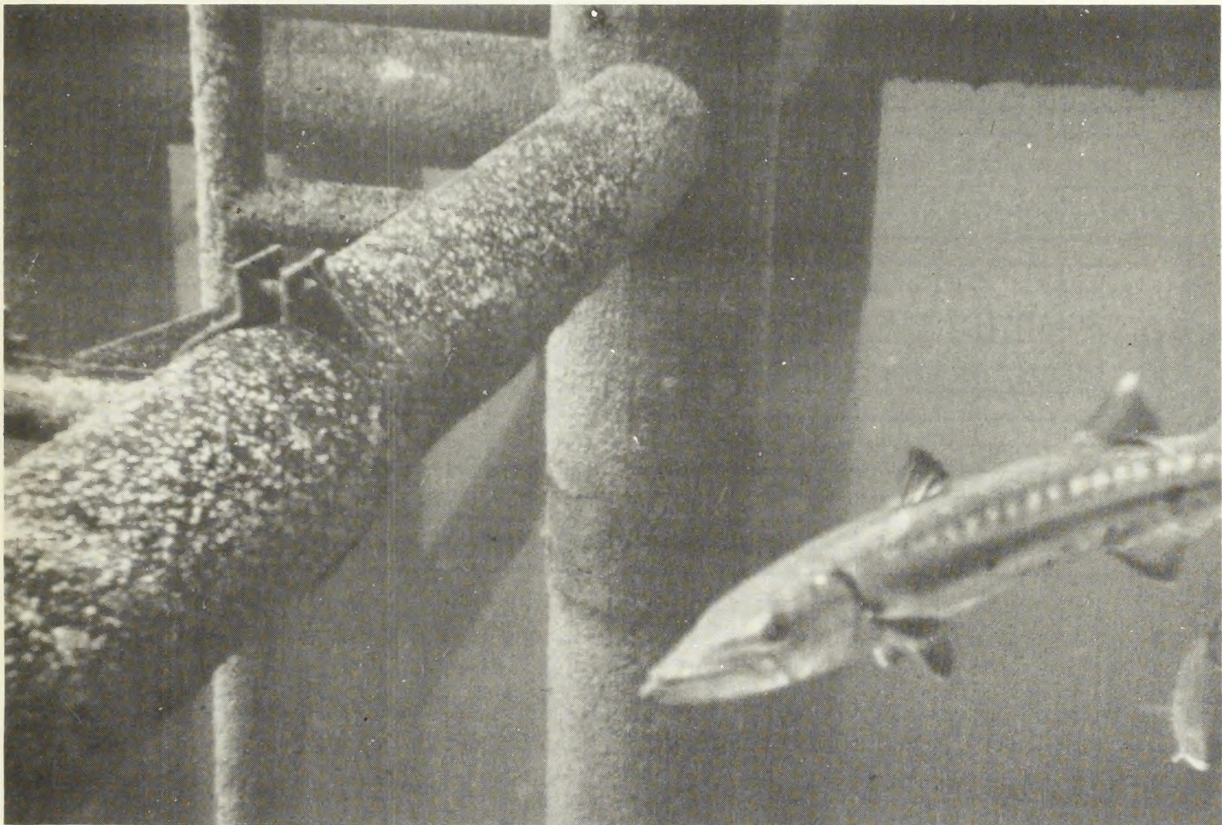
	<u>FY 1977</u>	<u>FY 1978</u>
Existing prototype leases administered	4	6
Prototype leases offered for sale	2	-

MAJOR PROGRAM CHANGE

B. Energy Minerals-Offshore
(OCS leasing)

+\$2,000,000; Total \$58,550,000
+0 Positions; Total 232 Positions

Proposal. The requested increase is needed to bring the on-going baseline and monitoring study programs to the level required in FY 1978 by the progression of study components. The objective in terms of timing of baseline studies is to initiate studies a minimum of eighteen months prior to planned sale dates. This will assure maximum utilization of data in Environmental Impact Statements (EIS's) when possible, in tract selection, in pipeline siting, etc. This timing also will facilitate coordination with affected states in designing studies to incorporate specific data needs. Even with the revision of the June 1975 OCS planning schedule provided on the following page, the initiation objective has been met on only two studies, both in Alaska. Initiation of benchmark studies only 6-12 months prior to a sale reduces or eliminates utilization of data in planning and operation of sales and limits the time available for participation by states. In many cases, especially in Alaska, the initial field work in a baseline study is the first information gained on species abundances, habitats, and lifecycles. Hazards such as faults, unstable bottom sediments, and shallow gas pockets may be identified before lease sale decisions are made. Several specific decisions have already been guided by environmental studies information. These include tract selection and stipulations on tracts offered in the 1976 Gulf of Alaska sale based on critical resource locations and surface circulation patterns, lease stipulations on topographic highs in the South Texas area to protect fishing areas and coral reefs, and stipulations and tract deletions in Southern California based on bird and mammal habitats.



OFFSHORE RIGS PROVIDE A UNIQUE FISHERIES HABITAT

January 1977
(Revises June 1975 S

impact and the holding of public hearings, as a result of the environmental, technical, and economic studies employed in the decision making process, a decision may, in fact, be made not to hold any sale on this schedule

Sales are contingent upon technology being available for exploitation and development. A decision whether to build any of the lease sales listed will not be made until completion of all necessary studies of the environmental

2/ Within 60 Foot Isobath or Technology Capability

INT: 1302-77

Specific funding requirements by area are as follows:

	<u>FY 1977</u>	<u>FY 1978</u>
MAFLA (Mississippi, Alabama, Florida)	2.6	1.7
South Texas	3.2	2.8
Southern California	4.2	5.0
Mid Atlantic	3.6	4.0
North Atlantic	3.7	4.0
South Atlantic	3.7	4.0
Gulf of Alaska	2.5	2.5
Bering Sea	4.0	4.0
Beaufort Sea	3.5	3.2
Kodiak	2.5	3.2
Aleutian Shelf	2.7	2.9
Chukchi	3.0	3.3
Norton Sound	2.7	3.0
Cook Inlet	1.2	1.5
	<u>43.1</u>	<u>45.1</u>

Justification. Approximately 11% of the total domestic oil production and 17% of the total domestic gas production in 1975 came from the Outer Continental Shelf. In response to the growing demand for these resources, the Department has begun leasing in frontier areas with sales in the Gulf of Alaska and the Mid-Atlantic in 1976. Based on estimates by USGS, the tracts offered for lease in the Mid-Atlantic Sale have a potential daily production capability of from 90 to 320 thousand barrels of oil and from .085 to 3 million cubic feet of gas. Approximately 60 percent of the tracts offered were leased in the Mid-Atlantic, while in Alaska where the risks are greater approximately 40 percent of the tracts offered were leased. Bonus revenues to the Federal government of \$1.7 billion were received from the two sales. Both sales were threatened with delays because of legal suits charging inadequate consideration of environmental impacts related to oil and gas development. Similar action may take place in the other frontier areas as both the States and the general public evaluate the Department's leasing proposals. Timely initiation and completion of baseline studies and operation of monitoring studies are vital in assuring both concerned States and private citizens that the Department is evaluating the impact on the environment and forming leasing and operating decisions which will provide for maintenance of the overall environmental integrity of the area. Since both increased resource production and considerable revenues to the Federal government are involved in proposed frontier OCS lease sales, the Department must meet environmental study requirements associated with these sales.

Cost Factors. The entire \$2.0 million will be utilized for contractual services for studies and analyses.

PROGRAM DESCRIPTION

Energy Minerals - Offshore

Total \$58,550,000
Total 232 Positions.

The objective of this program is to make offshore oil and gas resources available by holding an average of six lease sales per year through 1980 with sales in the Gulf and most frontier areas, while assuring maintenance of environmental integrity of lease areas.

Since the OCS program began in 1953, the Government has leased 13.7 million acres of the Federal OCS for oil and gas development. Through September 30, 1976, General Fund revenues received under the program total \$17.8 billion for rents and bonuses and \$3.9 billion from royalties.

Principal components of BLM's leasing program are processing actual lease sales, including preparation of required environmental impact statements (EIS's), and administering an extensive contract study program designed to provide critical environmental and socio-economic data. The leasing process, designed to provide for full consideration of environmental factors and for full State and public participation, includes the following steps:

- (1) Call for tract nomination from industry, States and the general public (to designate tracts in a broad offshore region they think should or should not be offered for lease).
- (2) Tentative tract selection based on above and further consultation with adjacent states.
- (3) Preparation of a site-specific EIS
- (4) Holding of public hearings on draft EIS and preparation of final EIS.
- (5) Secretarial decision on leasing a specific area.
- (6) Pre-sale evaluations.
- (7) Holding of sale.
- (8) Post sale evaluations and awarding of leases.

As leasing activities move into frontier areas, the Bureau has provided for much greater involvement by the affected states in the overall process. States may now participate in the call for nominations, tract selection, and preparation of the EIS, including participation in associated public hearings. States are also contacted for input to baseline and monitoring study efforts and are appraised of study results.

Contract study efforts include not only baseline and monitoring studies, but also a number of special studies designed to provide data required in assessing impacts of OCS development. Examples of these studies include toxicity studies, topographic high investigations, faunal succession on rigs, and investigations on drilling and production sites. Data provided through environmental studies are utilized through the leasing and development processes - from the initial proposal of an area for leasing, to tract selection, to preparation of lease stipulations, to potential changes in operating orders.

OCS Leasing Outputs

	<u>FY 1977</u>	<u>FY 1978</u>
Baseline and Monitoring Studies Underway	14	14
Lease sales scheduled	5	6
Production - oil (mil. bbls.)	310	293
gas (tril. cubic ft.)	3.5	3.6
Revenues - (\$ billions)	\$2.6	\$3.1

C. Nonenergy Minerals - Onshore: Fiscal Year 1977, \$5,540,000; Fiscal Year 1978, \$6,620,000; an increase of \$1,080,000.

MAJOR PROGRAM CHANGES

- (1) Mineral Materials

No Change

Proposal. The requested increase in funds and positions is required to eliminate the growing backlog of mineral patent applications by the end of FY 1985; to expeditiously process 18 mineral patent applications involving 371 mining claims on oil shale lands in Colorado in response to an expected District Court ruling; and to provide needed minerals support to the realty casework reduction effort.

As the demands of the Bureau's energy programs have grown, less manpower has been available for nonenergy minerals activities. At the same time the rate of filing mineral patent applications is continuing to increase from approximately 70 per year in 1972-74 to an estimated 85 per year by 1978 with a resulting increase in the patent processing backlog. While added capability has been provided in FY 1977 to process an additional 55 patent applications annually, the period required to reduce the backlog continues over a 20 year time frame. In an effort to eliminate the estimated end-of-year FY 1977 backlog of 330 patent applications annually; this is an increase of 27 applications over FY 1977 capability. Assuming approximately 80-90 new applications are received annually, the backlog would be reduced by 40-45 applications per year with the resultant elimination of backlog in eight years.

Mineral patent processing involves three principal actions: adjudication, mineral investigation and reporting, and patent issuance or contest proceedings. The mineral investigation includes taking samples from the claim, assaying the samples, and performing economic and market analyses to determine the validity of the claim. In instances where the government determines that patent should not be issued, appeals, hearing, and court cases usually ensue. These require extensive preparation of exhibits and case review for presenting expert witness testimony. Approximately three mineral patents can be processed per man year. To process the additional 27 patent applications, 9 positions and \$360,000 are required.

Recent court actions are bring pressures to bear on BLM as administrator of oil shale lands in Colorado. A Supreme Court decision in June 1976, remanding a case to the Colorado Court of Appeals and then to the District Court for actions was the culmination of litigation initiated in 1962 directly involving three Colorado oil shale mineral entries and indirectly affecting 17 other mineral entries. In January 1976, the government agreed to be prepared to hold administrative hearings on the original three applications within one field season after they are remanded by the District Court. It is expected that District Court will order BLM to process these applications and be prepared to hold hearings in the fall of 1977 on the validity of the oil shale mining claims involved. It is further expected that the Court will include the remaining 18 patent applications in its ruling and require expeditious processing of all 21 patent applications involved.

Increased capability allocated to Colorado in FY 1977 for mineral patent processing will be utilized to prepare for the first three contests and hearings involving 25 claims pursuant to the expected court order. Five positions, temporary support, and \$250,000 are required to initiate processing of the remaining 18 applications involving 371 claims, including issuing an estimated eight contests and holding associated hearings. While the general processing procedures are the same as those described above for other minerals, the time involved is substantially greater with the oil shale patent applications because of the number of claims per application and because contests are anticipated in every instance. The four man-month requirement cited above for other minerals assumes an average of 10 claims per application and less than fifty percent contests. However, the oil shale patent applications have an average of 20 claims each with all contested.

Finally, in support of realty casework efforts, additional mineral expertise is necessary. Processing applications under the Federal Land Policy and Management Act and other disposal laws requires a determination as to whether the land is mineral in character. In areas of the West where mineralization is indicated, the expertise of a mining engineer or a geologist is needed to determine if the land character meets the criteria for disposal. In addition to mineral character determinations on land under application for lease or disposal, conflicts often exist because of mining claims on the same land. Mining claim validity determinations must then be made before the land can be transferred. The work involved in making these validity determinations is similar to that required in processing mineral patent applications. Two positions, temporary support, and \$270,000 are requested to accomplish 90 mineral character determinations, each taking approximately .3 man-months of effort, and to perform 10 validity determinations involved 100 mining claims, with approximately 3.5 man-months required for each validity determination.

Justification. The public is entitled to mineral patents under the Mining Law of 1872. Where a showing of a valuable mineral discovery which can be mined at a profit has been made. In many cases lack of patent may delay extraction where title to the land is a factor in obtaining financial backing for mining and milling facilities. As the demand for such commodities as copper, uranium, and bentonite increases, delays in development become more significant.

The expected court order directing expeditious processing of the oil shale patent applications lends urgency to meeting the Bureau's responsibilities. In addition, resolution of these oil shale mining claim conflicts would facilitate handling of proposed private exchanges, rights-of-way, etc. Clearing title to these lands would also open them for further leasing under the Mineral Leasing Act, at some later date.

Minerals input is a prerequisite to reducing the nonenergy casework backlog. Making land available for agricultural or recreation and public purposes use or for exchanges and other purposes is contingent upon receiving the prerequisite minerals input.

Cost Factors. Sixteen permanent positions at an average cost of \$17,600, \$282,000; twenty temporary man years at an average cost of \$12,200, \$244,000; travel, per diem, and transportation, \$71,000; space costs, utilities, supplies, \$73,000; equipment, \$60,000; contracts for mineral evaluations, aerial photos, assay sampling, and an oil shale mining and beneficiation cost study \$150,000.

(3) Nonenergy Mineral Leasing

+ \$200,000; Total \$2,198,000
Total 72 Positions

Proposal. The requested increase is required to facilitate potash leasing and operational activities in New Mexico to obtain phosphate resource prelease environmental data (soil, air, water) and socio-economic information pertaining to potential phosphate production on approximately 400,000 acres of Federal mineral ownership in Florida.

A moratorium on processing potash applications in New Mexico pending completion of an environmental analysis record (EAR) resulted in a backlog of 137 lease adjustments. An FY 1977 increase will provide capability to process approximately 55 of these cases. In order to expedite reduction of the backlog, \$110,000 and temporary support are requested in FY 1978 to process an

additional 9 applications, including preparation of technical exams and environmental analysis records (EAR's). Efforts to study the effects of slimes, solid salt and brine tailings on wildlife, vegetation, soils, and archeological sites will be accelerated in response to problems identified in the New Mexico potash EAR.

A preliminary inventory of Federal mineral ownership in Florida has disclosed approximately 3.5 million acres of Federal interest previously unknown. An area of approximately 400,000 acres underneath privately-owned surface includes phosphate resources which could contribute to meeting the growing demand for phosphate. To guide management decisions on utilization of this resource, \$90,000 is required to obtain prelease environmental and socio-economic data, including basic information on soil, air, and water to assist with lease stipulations, rehabilitation, and monitoring. Collection of this data will be done through contracting.

Justification. The principal use of both phosphate and potash resources is in the production of fertilizer. In 1975, 85% of the phosphate production and 94% of the potash production were used directly by the fertilizer industry. The State of Florida is currently furnishing approximately 75% of all domestic production of phosphate in the United States. Further, it has been projected that the demand from the domestic agricultural market alone for phosphate rock will increase at an estimated annual rate of 3%. The existing mines in Florida will be able to absorb this requirement up until 1980 by increasing production. After this date, production will increase only if additional mines are brought on line. Production from Public Lands is needed in meeting this demand.

With regard to potash, Federal lands in New Mexico currently produce over 80% of the total production in the United States. It is significant that about 55% of U.S. consumption is imported, almost entirely from Canada. Expeditious processing of existing applications is necessary.

Cost Factors. Two temporary man years at an average cost of \$16,500, \$33,000; travel, per diem, and transportation, \$4,000; space costs, utilities, supplies, \$4,000; equipment, \$2,000; contracts for phosphate resource data collection and environmental studies related to potash development, \$157,000.

PROGRAM DESCRIPTION

Nonenergy Minerals - Onshore

+ \$1,080,000; Total \$6,620,000
+ 16 Positions; Total 206 Positions

The objective of this program is to make nonenergy minerals available for orderly and timely development while maintaining environmental integrity of related lands and resources. The public onshore mineral estate is comprised of approximately 840 million acres, including public lands, acquired lands, and lands which have been patented with some or all minerals reserved to the United States. BLM's minerals management program deals with minerals such as potassium, sodium, phosphate, and potash which are leased under the Mineral Leasing Act of 1920; minerals such as silver, bentonite and mercury which are locatable under the Mining Law of 1872; and common variety materials which are made available through sales and free use permits to public agencies.

Minerals management effort is also directed to minerals support for other resource management programs. Minerals input is a prerequisite to land transfer actions, with over 5,000 such cases being processed annually in the Lower 48 States. Investments in structures in the range, wildlife, and watershed programs are not made without a determination as to the existence of mining claims. Timber sales and major building and recreation construction projects also require minerals

support to assure that the associated lands are free of mining claims. Furthermore, prior to any proposed land withdrawal, the affected area is evaluated to determine is potential for mineral development. Without timely minerals support, many actions in BLM's resource management programs would be delayed or halted.

Nonenergy Minerals - Output

	<u>FY 1977</u>	<u>FY 1978</u>
Mineral patent applications processed	101	128
Mineral material appraisals and sales contracts completed	1,550	1,550
Material sites established	300	300
Free use permits issued	360	360
Compliance checks on material sales and free use permits	1,100	1,100

D. Pay Costs +\$142,000; Total \$142,000

The requested increase of \$142,000 is the amount required to annualize the October 1976 pay raise for civilian employees in this activity.

E. Space

Public Law 92-313, Public Building Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by the General Services Administration (GSA) at approximate commercial equivalent rates. The estimated increased requirement for space and related services in GSA facilities based on rates supplied by GSA (\$185,000) is included in the program increases in this activity. Total space cost included in the Energy and Mineral Management activity are \$1,635,000.

2. Lands and Realty Management

Analysis of Activity

FY 1976 Amount <u>Available</u>	FY 1977 Amount <u>Available</u>	FY 1978 Estimate	Increase (+) or Decrease (-)
\$36,269,000	\$35,779,000	\$24,708,000	-\$11,071,000

2. Lands and Realty Management: FY 1977 \$35,779,000, FY 1978 \$24,708,000; a net decrease of \$11,071,000. The net decrease consists of:

<u>Increases(+) or Decreases (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
A. <u>Lands and Realty Operations</u>				
(1) + \$200,000	--	\$ 8,091,000	308	<u>Status and Records Management</u> - To provide for the installation of a system for preserving Eastern States land records.
(2) -7,249,000	-130	5,502,000	208	<u>Energy Related Realty</u> - To transfer cost recoverable case work functions to the <u>Service Charges, Deposits and Forfeitures</u> receipt limitation appropriation as authorized by the Federal Land Policy and Management Act (P.L. 94-579).
(3) (a) +2,665,000	+30	10,541,000	330	<u>Non-Energy Related Realty Alaska Native Claims Selection Act</u> - To implement provisions of the Alaska Native Claims Settlement Act Amendments of 1976 and related new regulations.
(b) + 500,000	+10	500,000	10	<u>Withdrawal Review</u> - To provide the initial funding for reviewing all existing land withdrawals as required by the Federal Land Policy and Management Act (P.L. 94-579).
B. <u>Trans-Alaska Pipeline</u>				
(1) -4,110,000	-13	-0-	-0-	<u>Pipeline Construction</u> - Phase out monitoring and surveillance on pipeline construction activities.

(2)	-3,151,000	-33	-0-	-0-	Post Construction - Transfer post construction monitoring of Trans-Alaska pipeline operations to the <u>Service Charges, Deposits and Forfeitures</u> receipt limit appropriation as authorized by the Federal Land Policy and Management Act (P.L. 94-579).
C.	+ 74,000	--	74,000	--	To annualize the October 1976 pay raise for civilian employees.
D.	(+30,000) <u>- \$11,071,000</u>	-- <u>-136</u>	(1,350,000) <u>\$24,708,000</u>	-- <u>856</u>	Space Costs (included above)

PROGRAM SYNOPSIS

Lands and realty management provides for maintenance of public land records in thirteen offices, issuance of public land status and information about the public land and mineral laws, and the processing of lands applications (casework) for other Federal agencies, state and local governments, and private individuals. These activities include environmental analysis, environmental impact statement preparation, field examination, classification, appraisal, and making land use decisions for sales, leases, permits, and rights-of-way.

Increased requirements in FY 1978 have been identified in the status and records management program for accelerated installation of a system for preserving and managing records. In the energy related realty program, some capability associated with cost recoverable projects (including the Trans-Alaska pipeline) is transferred from the Management of Lands and Resources appropriation to the Service Charges, Deposits and Forfeitures receipt limitation appropriation. In the nonenergy realty program, special requirements have been identified to implement the provisions of the amended Alaska Native Claims Settlement Act, and to initiate a comprehensive withdrawal review program.

A. Lands and Realty Operations: Fiscal Year 1977, \$28,518,000; Fiscal Year 1978, \$24,634,000; a decrease of \$3,884,000.

MAJOR PROGRAM CHANGES

(1) <u>Status and Records Management</u>	+\$200,000; Total \$3,091,000 Total 308 Positions
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Proposal. The requested increase will provide the capability to accelerate installation of the system for filming, indexing, storage and retrieval of all records (over 5,000,000 documents) at the Bureau's Eastern States Office. Public lands records for all States east of the Mississippi plus those of Louisiana, Oklahoma, Missouri, Iowa, and Minnesota are kept there. These records include patents, land status records, survey plats, and field survey notes. With the increase requested, the system will be installed and fully operative in 11 years.

The increase will provide for temporary personnel including:

- refurbishers, who will get the records into condition for filming;
- microfilm operators who will do the filming;
- key punchers who will develop an index from the film.

Contracts will be let for film duplication and for maintenance of special equipment, such as reader-printers, which are also to be purchased.



EASTERN STATES LAND RECORDS NEED REFURBISHING

A unit of production consists of the filming, indexing, and storage of each patent, land status record, survey plat and field survey note. With the increase requested, 380,000 units are expected to be produced annually.

Justification. Custody and maintenance of public land records goes back to the early 1780's when this responsibility was vested with the General Land Office. The responsibility was transferred to the Bureau of Land Management when it was established in 1947. Maintenance of public land records includes providing an adequate level of service to both public and private users of the land and survey records. This includes continuing construction of new land status records in each State Office to replace original documents and installation of modern records management systems and techniques which include microfilming.

The land status and survey records held at the Eastern States Office are in a deplorable state. Thousands of users (on the average, 1,900 written queries and 200 phone calls a month)--private citizens, organizations, Federal agencies--call upon the office to study the public land records. Users purposes vary: some need the records for title search; some for genealogical research, and others for land ownership boundary determinations. Any study of the records requires extensive handling of the old documents--from storage to public reading rooms and return, from one location to another. All of these documents are originals or facsimiles often prepared over 100 years ago and, as such, are fragile, worn, and falling apart. Some documents are kept in protective plastic covers which allow use but do not eliminate the constant danger of damage when records are moved from one place to another. Each handling adds to general deterioration which will mean eventual obliteration or destruction.

One method applied in preservation is to microfilm the original, make useable copies available to the user from the print for a small fee and retire the original for permanent safekeeping. Installation of the system as rapidly as possible in order to avoid any further loss of irreplaceable legal and historical documents is imperative.

Cost Factors. Fourteen temporary man-years at an average cost of \$10,200; \$143,000; travel, \$2,000; space, utilities, supplies and materials, \$24,000; and equipment, \$23,000; contracts for film duplication and maintenance of special equipment, \$8,000.

PROGRAM DESCRIPTION

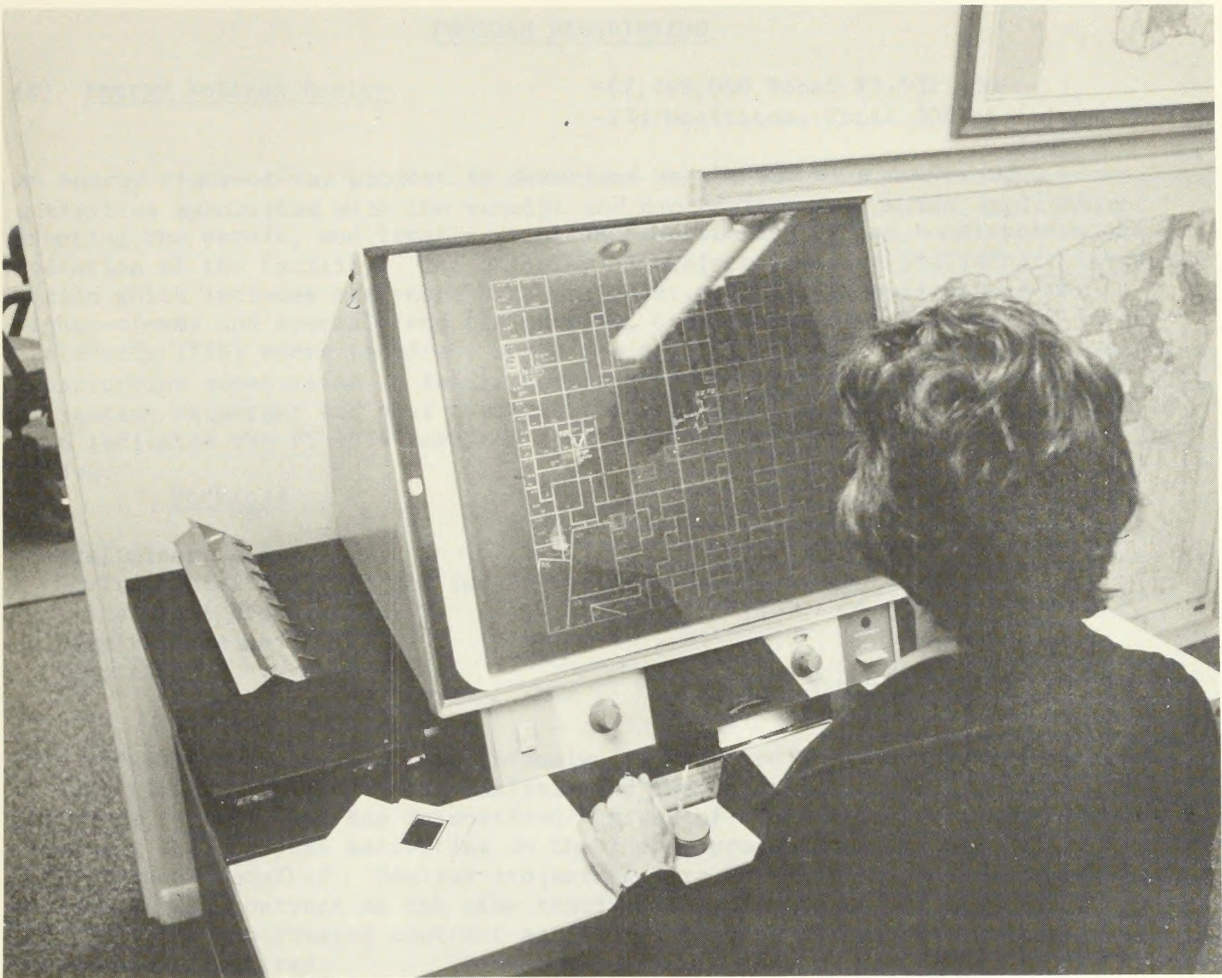
(1) <u>Status and Records Management</u>	+\$200,000; Total \$9,091,000 Total 309 Positions
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Basic objectives for the maintenance of public land records are:

- improved service to the public and State and local government agencies through installation of modern systems to make it easier to find needed information and to obtain copies;
- provision of records support for operating programs of the Bureau and other public land management agencies, e.g. USFS;
- protection of all land records against loss or irreparable damage from constant use or disaster.

These public land records consist of survey plats, survey field notes, tract books, patents, mining claims (under authority of the Federal Land Policy and Management Act of 1976, P.L. 94-579), and related documents. Numerically, these include approximately 4-1/2 million patents and other conveyance documents and 5 million survey plats, survey field notes, and tract book pages. The physical condition of these records is fragile. Many of the records date back to the early 1800's. Many are badly worn and mutilated. It is estimated that restoration work is necessary on eight percent of these records before they can be microfilmed to an acceptable standard. The Bureau cannot effectively carry out its management responsibilities unless it has accurate and current information concerning the land it is responsible for and land transferred out of Federal ownership.

The records are in constant use both by the Bureau and the general public. Written requests for copies of patents and other conveyance documents average more than 3-4,000 per month. Also, numerous requests are received for land record information or copies of records. Constant genealogical research is being done by the public. In addition, nearly 250,000 simultaneous Oil and Gas filings being received and recorded monthly. Other new filings under the public land laws were being received at a rate of 12,000 to 15,000 annually up until passage of the Federal Land Policy and Management Act.



*NEW RECORDS SYSTEM EQUIPMENT
IN USE AT THE ARIZONA STATE OFFICE*

A modern visual land record system is being used to replace a system in use for more than 175 years. Upon completion of the microfilming, the historical records will be placed in the National Archives for preservation and safekeeping.

MAJOR PROGRAM CHANGES

- | | |
|----------------------------------|--|
| (2) <u>Energy Related Realty</u> | -\$7,249,000; Total \$5,502,000
-130 Positions; Total 208 Positions |
|----------------------------------|--|

The Federal Land Policy and Management Act of 1976 (P.L. 94-579) has for the first time provided authority to the Bureau of Land Management to utilize receipts collected for costs related to the issuance and monitoring of right-of-way permits instead of depositing these receipts to the General Fund. The action portrayed here transfers Budget Authority in the amount of \$7,249,000 and 130 positions from the Management of Lands and Resources appropriation to the proposed new Service Charges, Deposits, and Forfeitures receipt limitation appropriation. Remaining in the Management of Lands and Resources appropriation are funds to carry out rights-of-way projects for which cost recovery is not authorized, i.e., project applicants are municipalities or other local government entities; project costs are inputs where other Federal agencies have the lead on environmental impact statements; or where certain costs incidental to a cost recovery project are primarily for the benefit of the general public and therefore are not assessed against the applicant.

PROGRAM DESCRIPTION

(2) Energy Related Realty

- \$7,249,000 Total \$5,502,000

- 130 positions, Total 208 positions

An energy right-of-way project is described as the sum of a number of activities associated with the receipt and processing of a permit application, granting the permit, and finally compliance monitoring during construction and operation of the facility. The majority of projects require preliminary investigation which includes alternate site analysis; processing applications for rights-of-way and special land use permits; preparation of environmental impact statements (EIS) where required; appraisal and reappraisal of fair market value; construction supervision to insure compliance with stipulations, routing and other mitigating measures; and post construction compliance monitoring. Experience to date indicates the FY 1978 workload cost will be spread among the following categories:

<u>Workload</u>	<u>\$000</u>
Preliminary Analysis	\$ 789
Environmental Analysis and Impact Statement Preparation	3,633
Permit Issuance	540
Compliance	540
	<u>\$5,502</u>

This program is highly manpower intensive as each project requires special types of expertise for environmental analysis and impact statement preparation. However, beginning in 1977, BLM has intensified the use of contractors for both data gathering and analysis activities on the larger projects to minimize the number of new personnel required. Smaller projects generally cannot be accomplished efficiently by contract as the time required for preparation of requests for proposals and supervising contract activities becomes disproportionate to the total effort required.

Dollar and manpower requirements vary from state to state depending entirely on the number and types of rights-of-way applications that are ongoing or contemplated. Currently known and identified projects which will require full or partial BLM involvement during FY 1978 includes:

- over 800 small projects estimated to cost less than \$5,000, primarily short transmission lines; these smaller projects, for which standard fees rather than actual costs are charged, will remain in the Management of Lands and Resources funded part of the program, with applicable revenues continuing to be treated as general fund receipts,
- twenty projects with other Federal agency lead responsibility to which BLM provides some input,
- six projects for which applications were received from the public section, i.e., Federal State, or local government agency; and
- costs on all projects for executive direction of the total program which is specifically excluded from cost recovery procedures by Public Law 94-579.

MAJOR PROGRAM CHANGES

(3) Nonenergy Realty

+ \$3,165,000; Total \$11,041,000
+40 Positions; Total 340 Positions

a. Alaska Native Claims Settlement Act - (ANCSA) (+\$2,665,000; +30 Positions)

Proposal. On January 2, 1976, the President signed Public Law 94-204, amending the 1971 Alaska Native Claims Settlement Act (ANCSA). The amendments impact BLM's Alaska Lands and Realty Management activity workload in several major ways.

Section 2 of the new Act establishes an escrow account for all revenues from lands or resources of lands withdrawn for Native selection. Segregation of revenues for deposit to this account is a major new workload. Because of the schedule imposed in the Act to implement Section 2, work is underway through shifting capability from other Native Claims work.

Section 12 of the new Act provides for a three-way (Federal, State and Natives) agreement to make adequate lands available for selection by Alaska Natives in the Cook Inlet Region, Inc. (CIRI). To implement Section 12, BLM needs additional manpower to process conveyances to the State and CIRI. The increase includes \$750,000 and 10 permanent positions for this effort. This increase will include adjudicators to meet the adjudicative workload generated from the passage of this section; appraisers and funds for contract appraisal work; cartographic services to meet the increase demand for new and different maps; and land records notation clerks.

In addition to the workload specifically mandated by the new Act, the number of currently pending lands cases in Alaska under the ANCSA Act of 1971 and other laws has increased to over 15,000; this is beyond our present Bureau capabilities. The backlog is due in part to unanticipated "bunching" of applications and, in part, to low estimates of the effort required for processing, posting, and adjudicating cases. The increase includes \$819,000 and 14 permanent positions for case backlog reduction. Given the current rate of case closures of about 42 cases per year per land law examiner, an additional 14 employees will increase closures to an average of about 2,200 cases per year.

ANCSA calls for easement identification, and reservation before conveyance. Six permanent positions and \$296,000 are requested for this program aspect. Easement activities include on-the-ground location and posting, documentation of use, and management agreements.

New regulations also require publication of selection applications. Costs for public requirements were calculated based on a detailed listing of the number of lines per document (applications amendment, or decision for interim conveyance) to be printed multiplied by the average cost per line, and number of publications. This request is for \$800,000 to cover one third of a total 3 year cost of \$2,400,000.

An FY 1977 supplemental request of \$840,000 to initiate the ANCSA activities described above is proposed concurrently with the 1978 Budget.

Justification. All of the proposed actions are related specifically to the dictates of ANCSA which specify "immediate" conveyance of title to lands selected by the Native villages and corporations. The Bureau is acting as expeditiously as possible to carry out its responsibilities under the law. Each increase request deals specifically with a requirement either previously unforeseen, i.e., Section 12 of the amended ANCSA; or through a policy change which directed the Bureau to respond, i.e., easement management, a switch from the Joint Federal-State Land Use Planning Commission to the Bureau; or new regulations, i.e., the requirement for publication.

Cost Factors. Thirty permanent positions at an average cost of \$19,500, \$585,000; thirty-two temporary man years at an average cost of \$14,500, \$464,000; travel and transportation, \$392,000; rent, communication, utilities and supplies and materials, \$203,000, printing and reproduction and other services, \$920,000; and equipment, \$96,000.

b. Withdrawal Review - (+\$500,000 + 10 Positions)

Proposal. Section 204 of the Federal Land Policy and Management Act of 1976 (P.L. 94-579) identifies the following new withdrawal related requirements:

- (1) Complete processing within 15 years (by October 21, 1991) all pending withdrawal applications as of October 21, 1976, and
- (2) Review within 15 years (by October 21, 1991) all existing withdrawals as of October 21, 1976.

In order to meet these requirements within the mandated time frame, an inventory of all withdrawals and a review of the technical language and conditions of each is needed. A total of ten positions, one in each BLM Western State Office, (except Alaska) will initiate the inventory.

Justification. In addition to the need to determine the extent of limitations on mineral exploration, a number of other objectives will be served. A withdrawal review resulting in a change of status can make lands available for alternative purposes. These would include mineral leasing, recreational purposes, hunting, rockhounding, and other leisure time pursuits. Other lands may be open for development while some may serve the special needs of state and local government for parks or sanitary land fills. The increase requested will begin a systematic review of all withdrawals making or recommending changes where appropriate.

Cost Factors. Ten permanent positions at an average cost of \$16,300, \$163,000; twenty-two temporary man years at an average cost of \$11,000, \$242,000; travel, \$8,000; rent, communication and utilities, supplies and materials \$70,000; and equipment, \$17,000.

PROGRAM DESCRIPTION

(3) Nonenergy Realty

+ \$3,165,000; Total \$11,041,000
+40 Positions; Total 340 Positions

Nonenergy Realty can largely be described as lands casework. This work includes environmental analysis; field examination; design of stipulations or reservations, as appropriate; appraisal, adjudication, and compliance. At the end of FY 1976 the Bureau, after having closed 11,624 cases during the fiscal year, had a backlog of 20,800 nonenergy related lands cases (desert land applications, native allotments, homesteads, exchanges, sales, recreation and public purposes, withdrawals, and restoration applications).

The record for the last six years showing land case application and land case closure (processing) activities indicates an annual average of 11,500 new and reactivated cases (low of 9,400 in 1971 - high of 16,200 in 1976) and an annual average of 9,000 case closures (low of 7,600 in 1971 - high of 11,600 in 1976). Increasing population density is resulting in increases in the demand for land and for the use of land.

B. Trans-Alaska Pipeline: Fiscal Year 1977, \$7,261,000; Fiscal Year 1978, -0-; decrease of \$7,261,000.

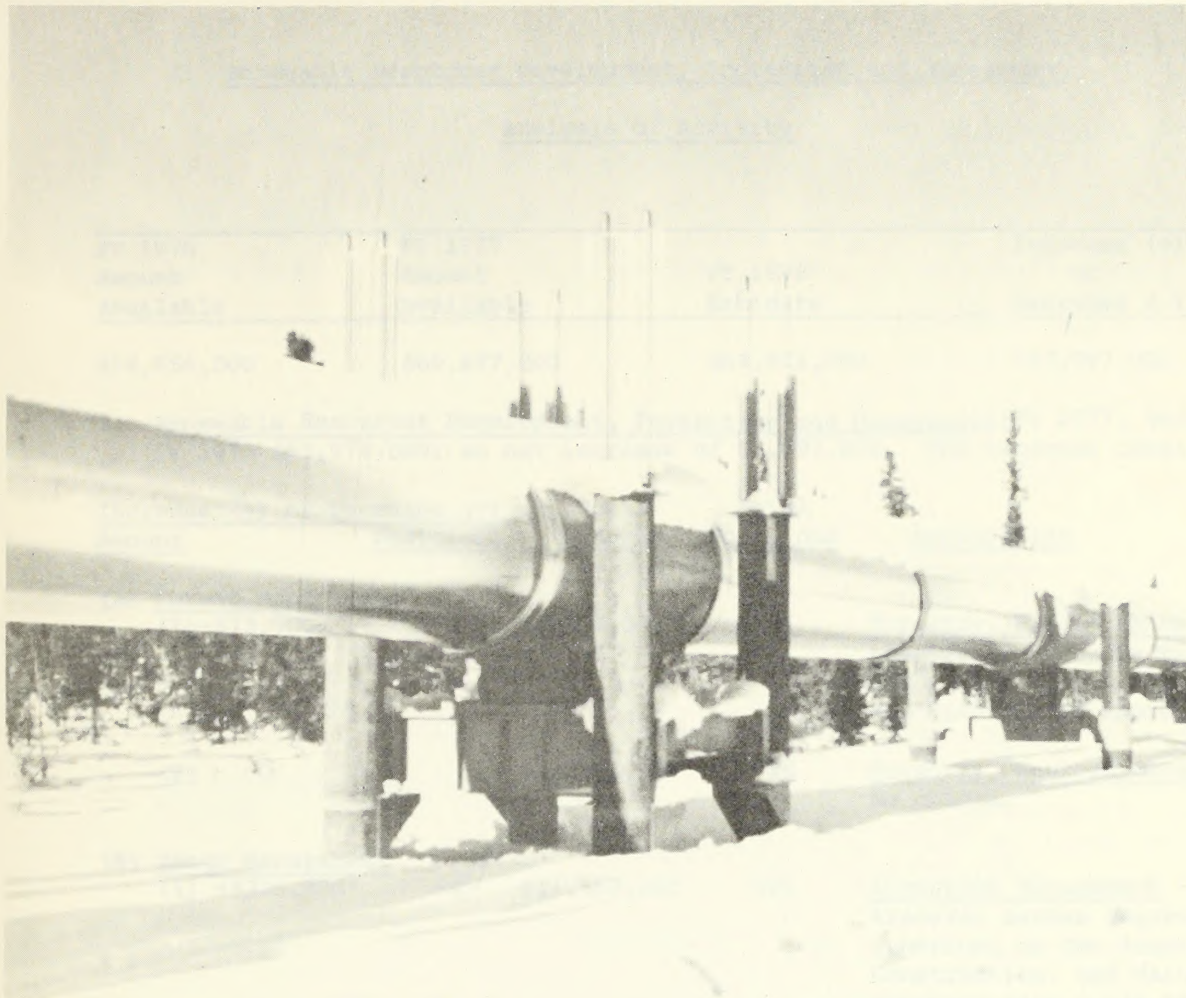
MAJOR PROGRAM CHANGES

B. Trans-Alaska Pipeline

- \$7,261,000; Total -0-
-46 Positions; Total -0- Positions

Proposal. Construction of the Trans-Alaska Pipeline is on schedule. Assuming the construction schedule is maintained, the third quarter of calendar year 1977 will see a system in operation capable of delivering 600,000 bpd (barrels per day) at the Valdez terminal. By the end of calendar year 1977 the capability will double to 1,200,000 bpd. At that point the essential character of monitoring and surveillance of the project will change. The current staff which includes the Authorized Officer's pipeline staff and a contractor - Mechanics Research, Inc., will phase out at the end of FY 1977 from managerial, administration, design review, and compliance surveillance, conducted during construction of the pipeline. Post construction operations and maintenance monitoring procedures will then go into effect. This proposal indicates that the change in the nature of surveillance will result in a decrease of \$4,110,000 in funding required for this program.

The proposal also reflects a shift in the financing of this activity from the Management of Lands and Resources appropriation to the Service Charges, Deposits, and Forfeitures receipt limitation appropriation. This transfer of \$3,151,000 will consolidate in one account, those right-of-way activities which are financed by recovery of actual costs incurred.



THE TRANS-ALASKA PIPELINE

Justification. The change in the nature of the pipeline project - from construction to operation and maintenance - requires a smaller staff for a program of Operations and Maintenance monitoring. The nature of project, being cost recoverable, permits it to be transferred to the Service Charges, Deposits, and Forfeitures receipt limitation appropriation.

C. Pay Costs

+ \$74,000; Total \$74,000

The requested increase of \$74,000 is the amount required to annualize the October 1976 pay raise for civilian employees in this activity.

D. Space

Public Law 92-313, Public Buildings Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by the General Services Administration (GSA) at approximate commercial equivalent rates. The estimated increased requirement for space and related services in GSA facilities based on rates supplied by GSA \$30,000 is included in the program increase in this activity. Total space costs included in the Lands and Realty Management activity are \$1,350,000.

3. Renewable Resources Development, Protection and Management

Analysis of Activity

FY 1976 Amount Available	FY 1977 Amount Available	FY 1978 Estimate	Increase (+) or Decrease (-)
\$54,656,000	\$60,877,000	\$63,974,000	+\$3,097,000

3. Renewable Resources Development, Portection and Management: FY 1977, \$60,877,000; FY 1978 \$63,974,000; an net increase of \$3,097,000. The increase consists of:

<u>Increase (+) or Decrease (-) Amount</u>	<u>Positions</u>	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
<u>(A) Forest Management</u>				
(1) -\$73,000	-4 ^a /	\$4,654,000	154	<u>Forestry, Public Lands</u> - To transfer access functions to the Acquisition, Construction, and Maintenance appropriation.
(2) -0-		\$1,314,000	26	<u>Forestry, Western Oregon</u> - No change.
<u>(B) Range Management</u>				
(1) +\$326,000	-8 ^a /	\$21,562,000	521	<u>Livestock Management</u> - To transfer access acquisition functions to the Acquisition, Construction, and Maintenance appropriation (-\$74,000) and to establish forty-four grazing advisory boards (+\$400,000).
(2) -0-	-0-	\$2,181,000	31	<u>Wild Horse & Burro Mgmt.</u> - No change.
(3) -0-	-0-	\$156,000	5	<u>Endangered Resource Protec- tion</u> - No change.
<u>(C) Recreation Management</u>				
(1) +2,378,000	+4 ^a /	\$7,904,000	140	<u>Recreation Resource Mgmt.</u> To accelerate the review of all existing primitive and natural areas and roadless areas on public lands (+\$1,200,000); to transfer access functions to the Acquisition, Construction, and Maintenance appropriation (-\$22,000); and accomplish recreation visitor management and to protect the resources in the fragile California Desert (+\$1,200,000)

(2)	-0-	-0-	\$913,000	22	<u>Cultural Resource Mgmt.</u> - No change.
(3)	-0-	-0-	\$250,000	7	<u>Visual Resource Mgmt.</u> - No change.
(D) <u>Soil, Water, & Air Management</u>					
	+\$378,000	-2 ^{a/}	\$11,267,000	262	To transfer access function to the Acquisition, Construction and Maintenance appropriation (-\$4,000) and to provide for increased costs for employee compensation payments (+\$382,000).
(E) <u>Wildlife Habitat Management</u>					
	-\$2,000	-2 ^{a/}	\$5,379,000	117	To transfer access functions to the Acquisition, Construction and Maintenance appropriation.
(F) <u>Fire Management</u>					
	-0-	-5 ^{a/}	\$8,304,000	207	<u>Fire Mgmt.</u> - No change.
(G) <u>Pay Increase Costs</u>					
	+\$90,000	-0-	\$90,000	-0-	To annualize the October 1976 pay raise for civilian employees.
(H) <u>Space</u>					
	(+\$35,000)	-0-	(\$1,950,000)	-0-	GSA space costs included above.
	<u>+\$3,097,000</u>	<u>-17</u>	<u>\$63,974,000</u>	<u>1,492</u>	

- ^{a/} (1) Proposed position transfers to the new "Working Capital Fund" as follows: Forestry, public lands - 1; Range Management - 5; Soil, Water and Air Management - 2; Wildlife Habitat Management - 2; Fire Management - 5.
- (2) Proposed position transfers to "Acquisition, Construction and Maintenance" for the access function as follows: Forestry, public lands - 3; Range Management - 3; Recreation Management - 1.

PROGRAM SYNOPSIS

The basic objectives of programs in the "Renewable Resource Development, Protection and Management" activity are: 1) to provide for production, development, and utilization of resources which, by their nature, are available on a continuing basis; and, 2) to make them available in a manner which is consistent with other multiple use objectives and with acceptable environmental impacts. Range watershed, and wildlife management programs operate in concert to stabilize and improve public rangeland, soil, watershed, and wildlife habitat. The range management program also encompasses protection, control, and management of wild horses and burros. Recreation management activities are directed to developing and conserving recreation resources on public lands, while forest management efforts are directed to providing sustained yield timber harvests. Finally protection of public lands from uncontrolled wildfire and other disruptive influences helps insure their productive capacity.

Significant increased requirements in FY 1978 have been identified in the Recreation Management Program for Wilderness Review areas, and visitor use management on the California Desert.

A. Forest Management: Fiscal Year 1977, \$6,041,000; Fiscal Year 1978, \$5,968,000; a decrease of \$73,000.

TOTAL PROGRAM FUNDING

The overall objectives of the forest management program are met through funding in Management of Lands and Resources and three receipt limitation appropriations as follows:

		(\$000)	
		FY 1978	
<u>Management of Lands and Resources</u>	<u>FY 1977</u>	<u>Change</u>	<u>FY 1978</u>
Forest Management - Outside			
Western Oregon	4,727	-73	4,654
Forest Management - Western Oregon	<u>1,314</u>	<u>--</u>	<u>1,314</u>
Total MLR.	6,041	-73	5,968
<u>Supportive Functions from other</u>			
<u>Appropriations</u>			
PLDRT (P.D. obligations)	1,825	-1,825	--
Acquisition, Construction &			
Maintenance		+1,473	1,473
<u>Forest Functions in other Appropriations</u>			
O&C Fund ^{1/} (Obligations)			
Road Construction and Acquisition . . .	3,885	+610	4,495
Renewable Resources Development			
Protection & Management	22,159	+3,787	25,946
Road Maintenance	<u>4,757^{2/}</u>	<u>--</u>	<u>4,757</u>
Expenses, Road Maintenance Deposits. . .	700		700
Service Charges, Deposits &			
Forfeitures		+800	800
Total BLM Forest Management			
(all appropriations)	367	4,772	44,139

1/ Excludes USFS obligation program

2/ Adjusted to exclude \$3.2 million non-programatic one-time payment to Federal Highway Administration for undepreciated value of road maintenance equipment transferred to BLM.

MAJOR PROGRAM CHANGE

A. Forest Management - \$73,000; Total \$5,968,000
- 4 Positions; Total 180 Positions

(1) Forest Management, Outside Western Oregon -\$73,000; Total \$4,654,000
-4 Positions; Total 154 Positions

Proposal. The \$73,000 reduction is the proposed transfer of the access function to the Acquisition, Construction, and Maintenance appropriation. This financing change consolidates all acquisition activities in a single subactivity to facilitate budget review and internal management of this function.

PROGRAM DESCRIPTION

Objectives of the forest management program are to intensively manage commercial forest lands available for timber production; to provide the maximum amount of timber from the public lands on a sustained-yield basis; and to be responsive

to other public needs by providing fuelwood, Christmas trees, pinon nuts and other minor products from the Bureau's forests and woodlands. These objectives will be met in a manner consistent with other multiple-use objectives and environmental quality requirements.

In addition to offering 65 million board feet (MMBF) of timber in FY 1978, the Bureau will also process nearly 13,000 small negotiated sales and free-use permits to be responsive to increased demand for fuelwood, posts, poles, and a variety of other public land forest products. In recent years, rising prices for the more conventional fossil fuels have influenced many people to supplement their home-heating with firewood. Since 1972, demand for fuelwood from the public lands has nearly doubled. The majority of this demand has been accommodated through small negotiated sale and free-use permits.



TIMBER HARVEST IN OREGON

(2) Forest Management Western Oregon

No change: Total \$1,314,000
Total 26 positions

No change is proposed in the Management of Lands and Resources appropriation funding for forest management in Western Oregon. Funds identified here are the minimum necessary to carry out forestry and related functions on the intermingled BLM administered public lands in Western Oregon. They are combined with O&C Grand Land Funds to provide the total forest management capability for all BLM lands in the Western Oregon region. The lands, managed under intensive management practices, are producing timber at a maximum sustained yield of 1.172 billion board feet annually. See page 152 for O&C Fund Program descriptions of BLM forest management in Western Oregon

The FY 1978 public domain forestry program will include:

- Volume of timber offered 65 MMBF
- No. regular advertised sales and timber sales administration 45
- No. small negotiated sales and sales administration 8,000
- No. free-use permits and permit administration 5,000
- Reforestation (est. 50 projects) 2,000 Acres
- Stand Improvement (est. 25 projects) 1,000 Acres

In 1976, the Bureau completed a reinventory of 2.2 million acres of public domain commercial forest lands. Based on this inventory, approximately 1.5 million of these acres are available for intensive timber management and have the capability of producing 130 million board feet of timber annually.

The Fiscal Year 1978 program is a continuation of Fiscal Year 1977 efforts; it reflects the results of added manpower and funding in Fiscal Year 1977. Of particular note, however, are the increased incremental outputs, primarily in regular timber sale offerings, which will be realized under current manpower and funding levels through Fiscal Year 1981. Timber production, for example, will accelerate from 58 million board feet (MMBF) in Fiscal Year 1977 to 85 MMBF in Fiscal Year 1981 at current funding levels. Other efforts, particularly reforestation and commercial and precommercial thinning, will also increase proportionately to insure increased growth needed to continue the harvest of timber at both current and projected levels. The small but gradual increase in productivity results from shifts in the inventory work that has been a pre-requisite to an expanded timber sale program. It permits the necessary lead-time for preparing both short and long-range timber sale plans, access acquisition and survey of timber sale boundaries. A gradual increase in timber sale offerings also allows diversion of manpower and funding to the preparation of environmental impact statements for the timber management programs in Idaho and California. These environmental statements and other environmental assessments, are requisite under the court approved agreement between the Secretary of the Interior and the Natural Resource Defense Council concerning the Bureau's timber management program (Ref. NRDC et, al, v. Kleppe, et. al).

Although it is recognized that the public domain forests lands contribute less than 10 percent of the Bureau's total timber production, it is essential to the Nation and the economy that all commercial forest lands available for timber production contribute their "fair share" in preventing or alleviating a predicted timber short-fall by 1980. Further, continued timber production at current and projected levels is important at the local level since some small communities and sparsely populated counties and regions are highly dependent upon the harvest, manufacture, and transportation of timber derived from public lands.

B. Range Management: Fiscal Year 1977, \$23,573,000; Fiscal Year 1978, \$23,899,000; a total net increase of \$326,000.

TOTAL PROGRAM FUNDING

Capability to meet the objectives of the Range Management program is provided through two appropriations - Management of Lands & Resources and the complementary Range Improvement Fund. Total funding for Range Management is as follows:

		(\$000)	
	<u>FY 1977</u>	<u>FY 1978</u> <u>Increase</u>	<u>FY 1978</u>
<u>Management of Lands & Resources</u>			
Wildhorse & Burro Management	\$ 2,181	--	\$ 2,181
Livestock Management	21,236	\$ 326	21,562
Endangered Resource Protection	<u>156</u>	<u>--</u>	<u>156</u>
Total MLR	23,573	326	23,899
<u>Range Improvements</u>			
Livestock Management Improvements	<u>7,370</u>	<u>1,380</u>	<u>3,750</u>
Total Range Program	30,943	1,706	32,646

MAJOR PROGRAM CHANGES

(1) Wild Horse and Burro Management No Change.

PROGRAM DESCRIPTION

(1) Wild Horse and Burro Management Total \$2,181,000
Total 31 Positions

The Wild and Free-Roaming Horse and Burro Act (P.L. 92-195) provides for the protection, regulation and management of wild and free roaming horses and burros on BLM lands. In response to the Act, BLM is to manage wild and free roaming horses and burros as a component of the range ecosystem in conjunction with other resource values on public lands. As of May 1, 1976, there were an estimated 53,300 horses and 6,700 burros on the public lands. That number represents an increase of 13,600 horses in the past 12 months and an increase of 43,000 horses and burros over the numbers estimated when the Act passed. In May of 1976, BLM still had applications pending claiming ownership for 11,100 animals, although the period for filing a claims has expired and no further claims are anticipated. The claiming process requires publication of claims, public meetings and hearings which BLM must conduct, close cooperation with State and local brand inspectors and final adjudication of claims.

Capture of horses on the open range has been an exasperating and nearly impossible task. Since the Act was originally passed in 1971, only 2,634 animals have been captured. The use of helicopters and the use of motor vehicles to transport captured horses and burros authorized by the Federal Policy and Management Act of 1976 will help increase the efficiency of BLM's capture efforts.

Horses and burros are presently multiplying at an estimated rate of 20-30 percent per year and in some areas are depleting available forage. Excessive numbers not only adversely impact livestock and wildlife through competition for available feed and water, but become detrimental to the horses themselves as populations exceed forage supply. Recent experience with wild horse roundups in Nevada and Oregon indicates removal of excess number is difficult, time consuming, and expensive. Cost per animal removed ranges from \$300 to \$400 under old procedures depending on features of the area and existing

facilities. In the future, as many as 15,000 head of horses and burros may have to be removed annually from the Public Lands to protect the rangeland ecosystems. Additionally, removal of wild horses and burros from private lands, when requested, is the responsibility of BLM.

Present program capability is being directed to processing backlogged claims, removal where over use and resource damage is extensive, determination of population levels and control methods, development of management plans, research, management of the adopt-a-horse program, and surveillance.



*WILD BURROS IN THE ALAMO
LAKE AREA OF ARIZONA*

MAJOR PROGRAM CHANGES

(2) <u>Livestock Management</u>	+\$326,000; Total \$21,562,000
	-8 Positions; Total 521 Positions

Proposal. The increase of \$326,000 is a net change resulting from an increase of \$400,000 for establishment of forty-four grazing advisory boards and a decrease of \$74,000 to transfer certain access function to the Acquisition, Construction and Maintenance appropriation.

Justification. The Federal Land Policy and Management Act of 1976 (P.L. 94-579) authorized the establishment of advisory boards not to exceed 15 members for each BLM district office having jurisdiction over more than 500,000 acres. There are 44 BLM districts that fit the criteria.

Cost Factors. Eight temporary man-years at an average cost of \$10,125, \$81,000; Travel (primarily reimbursement of Board members expenses), \$240,000; Rent, communication, printing, other services, supplies and materials, \$72,000; and equipment, \$7,000.

PROGRAM DESCRIPTION

(2) Livestock Management

Total \$21,562,000

Total 521 Positions

Objectives of this program are to rehabilitate the public lands and to help stabilize the livestock industry dependent upon Federal rangelands as prescribed by the Taylor Grazing Act of June 28, 1934 and the Federal Lands Policy and Management Act of 1976 (P.L. 94-279). Domestic livestock grazing as the most widespread, single consumptive use of public land resources, impacts over 150 million acres of public lands in the Western States. Control over this use, in combination with supervision and intensive grazing management practices, and installation of facilitating projects, can bring about beneficial changes in soil, water, vegetation and wildlife habitat conditions.

Following passage of the Taylor Grazing Act, grazing management consisted principally of issuing use authorizations with minimal control, supervision, evaluation of the resources, and land use planning. During the 1950-1960 period, BLM began a program to inventory rangeland forage and balance livestock use with forage production. In 1964, the AMP (Allotment Management Plan) program was started on a limited scale and has proven successful in serving the needs of wildlife habitat, watershed, and recreation as well as stabilizing livestock use through improved range conditions. The AMP is an action plan for a designated area designed to improve general rangeland conditions by intensive management of livestock. Each AMP is designed to accomplish specific objectives and includes a number of studies which are used to monitor the effectiveness of grazing management in accomplishing the stated objectives. Studies on allotments covered by properly supervised AMP's generally indicate that intensive livestock management has all but halted the declining long-term trend in range condition. Trend studies on AMP areas show that 54 percent of the acres are improving, 42 percent are in static condition, and only 4 percent of the acres continue to show a declining trend.

Early in 1975, a U.S. District Court ruled in Natural Resource Defense Council (NRDC) vs. Morton, that BLM's programmatic grazing environmental impact statement (EIS) was inadequate and directed that Interior and NRDC to confer and determine whether a time schedule could be agreed upon for preparing site specific EIS's. Under terms of the court-ordered agreement, BLM will complete 212 EIS's over a 13 year period and no new AMP's will be implemented prior to completion of an EIS on each specific area and will require completion of approximately 890 AMP's. The first EIS is now being completed for Challis, Idaho area and the schedule calls for completion of 12 EIS's during FY 1978.



CATTLE GRAZING ON AREA MANAGED
UNDER AN ALLOTMENT MANAGEMENT PLAN

A portion of the increased program capability provided by the Congress in FY 1976 has been directed to development of the EIS's according to schedule, while FY 1977 Congressional increases are planned exclusively for project implementation, wild horse management and use supervision. Other administrative work must continue. This includes issuance of about 24,000 use authorization to utilize approximately 12 million AUM's (animal unit months) of forage by about 9 million head of livestock. Applications for transfers of grazing privileges, requests for changes in classes of livestock, and cooperative efforts with livestock associations and other Federal and state agencies will continue. In addition, capability must be committed to supervision, study and evaluation of 1,158 existing Allotment Management Plans (AMPs) on 26 million acres to insure objectives are being met, and to identify where modification of existing plans may be necessary.

Completion of 11 EIS's in FY 1977 will permit AMP implementation and facility development work in these areas during FY 1978. Benefit-cost analysis procedures will be used as a guide for selection of approximately 200 of the highest priority AMP's in these 11 EIS areas. Implementation includes site analysis, contract preparation, and contract administration.

Estimated Project Work Accomplishments in FY 1978*

Feature

Workload Measure

Environmental Impact Statements

13 EIS

Activity Planning

Allotment Management Plans
Project Plans

890 plans
450 plans

Inventory and Analysis

Resource Inventory
Unit Resource Analysis

30,000,000 acres
90 units

Use Supervision

Allotment Management Plans

1,100 plans

Resource Production and Water Development *

Seeding and planting
Reservoirs
Springs
Storage tanks, pipelines, etc.
Fences

2,000 acres
20 each
25 each
58 each
200 miles

* Additional project accomplishments are funded by the Range Improvements Fund (See page 163).

Maintenance of improvements is the remaining major element of work in the livestock management program. It is achieved on a shared arrangement with livestock operators. Over the last several years, most plans call for operators to maintain fences and wells, whereas BLM maintains most water pipelines and earth structures. Exceptions to this generalization are usually based on instances where significant multiple use benefits are derived from a facility which is not needed by the livestock operator year round for his operations.

Maintenance

Fences
Water Developments
Land Treatments

20 miles
250 each
2,500 acres

MAJOR PROGRAM CHANGES

(3) Endangered Resource Protection

No Change.

PROGRAM DESCRIPTION

(3) Endangered Resource Protection

Total \$156,000
Total 5 Positions

Objectives of this program are to carry out the requirements of the Endangered Species Act of 1973 (ESA) which are to insure that BLM's programs and actions do not: (1) jeopardize the continue existance of officially listed threatened or endangered species or; (2) destroy or adversely modify any critical habitat of such species. In addition, BLM is required to utilize its authority to conserve listed species and habitats on which they depend. It is anticipated that by FY 1978 more than 200 plants found on BLM administered lands will be officially listed under Section 4 of the Act and protected under mandatory provisions of ESA.

Minimum compliance with the Act will require inventories to determine the present range of listed plant species and location of suitable or critical habitat. Ecological studies will be necessary to judge what BLM actions could be harmful to endangered plant habitat and what protection or conservation programs could be employed to enhance habitat. The Act provides both civil and criminal provisions for non-compliance on the part of the Federal manager. It also gives standing for citizen groups to file suit to enforce compliance.

On June 16, 1976, the Director, U.S. Fish and Wildlife Service, issued a proposed rulemaking which would determine whether approximately 1,700 native vascular plants would be classed as endangered species, pursuant to Section 4 of ESA. Determination that a plant is a threatened or endangered species would, among other things, make that species subject to the prohibitions of Section 9(a)2 of the Act. This includes import/export restrictions and restrictions on movement of trade in foreign or interstate commerce. Listing would also make these plants eligible for protection provided by Section 7 of the Act, which calls for programs to conserve the species, prohibits actions which may jeopardize the species, and prohibits destroying and adversely modifying critical habitat.

C. Recreation Management: FY 1977, \$6,689,000; FY 1978, \$9,067,000; an increase of \$2,378,000.

TOTAL PROGRAM FUNDING

The objectives of the Recreation Management program are met through funding in several appropriations as displayed below.

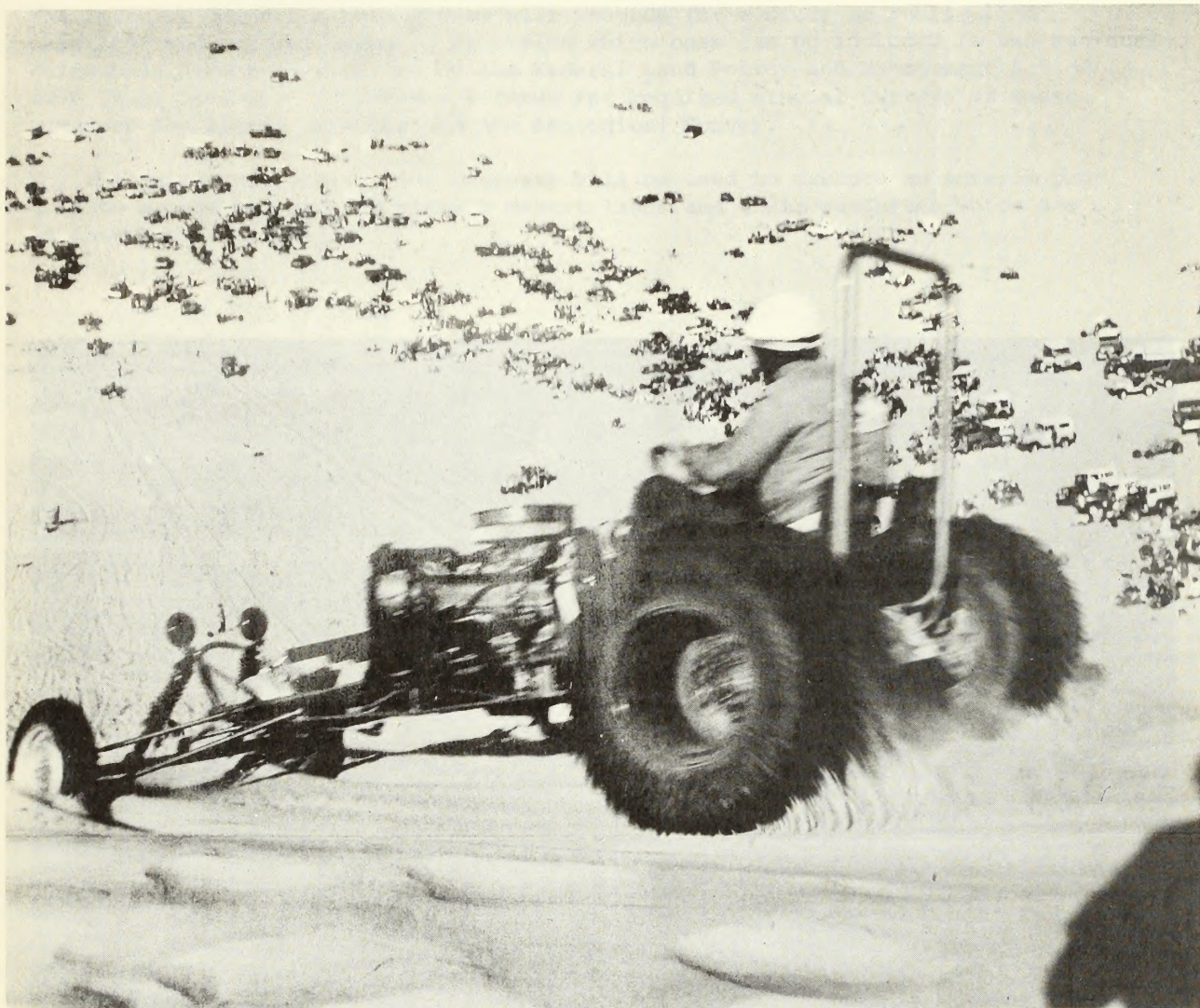
		(\$000)	
	<u>FY 1977</u>	FY 1978 <u>Increase</u>	<u>FY 1978</u>
<u>Management of Lands & Resources</u>			
Recreation Resource Management	\$5,526	+\$2,378	\$7,904
Cultural Resource Management	913	--	913
Visual Resource Management	250	--	250
Total MLR	<u>6,689</u>	<u>+ 2,378</u>	<u>9,067</u>
<u>Support Functions from Other Appropriations</u>			
<u>Acquisition, Construction and Maintenance</u>			
Recreation Construction	453	+647	1,100
Recreation Maintenance	2,964	+100	3,064
Acquisition Road & Trail Construction	<u>1,807</u>	<u>-187</u>	<u>1,620</u>
Total, Acquisition, Construction and Maintenance	5,224	+560	5,784
<u>Recreation Dev. & Operation of Rec. Facilities</u>	300	--	300

Recreation Functions in Other Approp.

O&C (BLM Obligation Program)

Construction	1,004	+63	\$1,067
Maintenance	<u>835</u>	<u>+100</u>	<u>935</u>
Total, O&C Grant Lands	1,839	+163	2,002

Total Recreation Program	<u>14,052</u>	<u>3,101</u>	<u>17,153</u>
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RECREATION USE ON THE IMPERIAL
DUNES, CALIFORNIA

MAJOR PROGRAM CHANGES

(1) Recreation Resource Management:

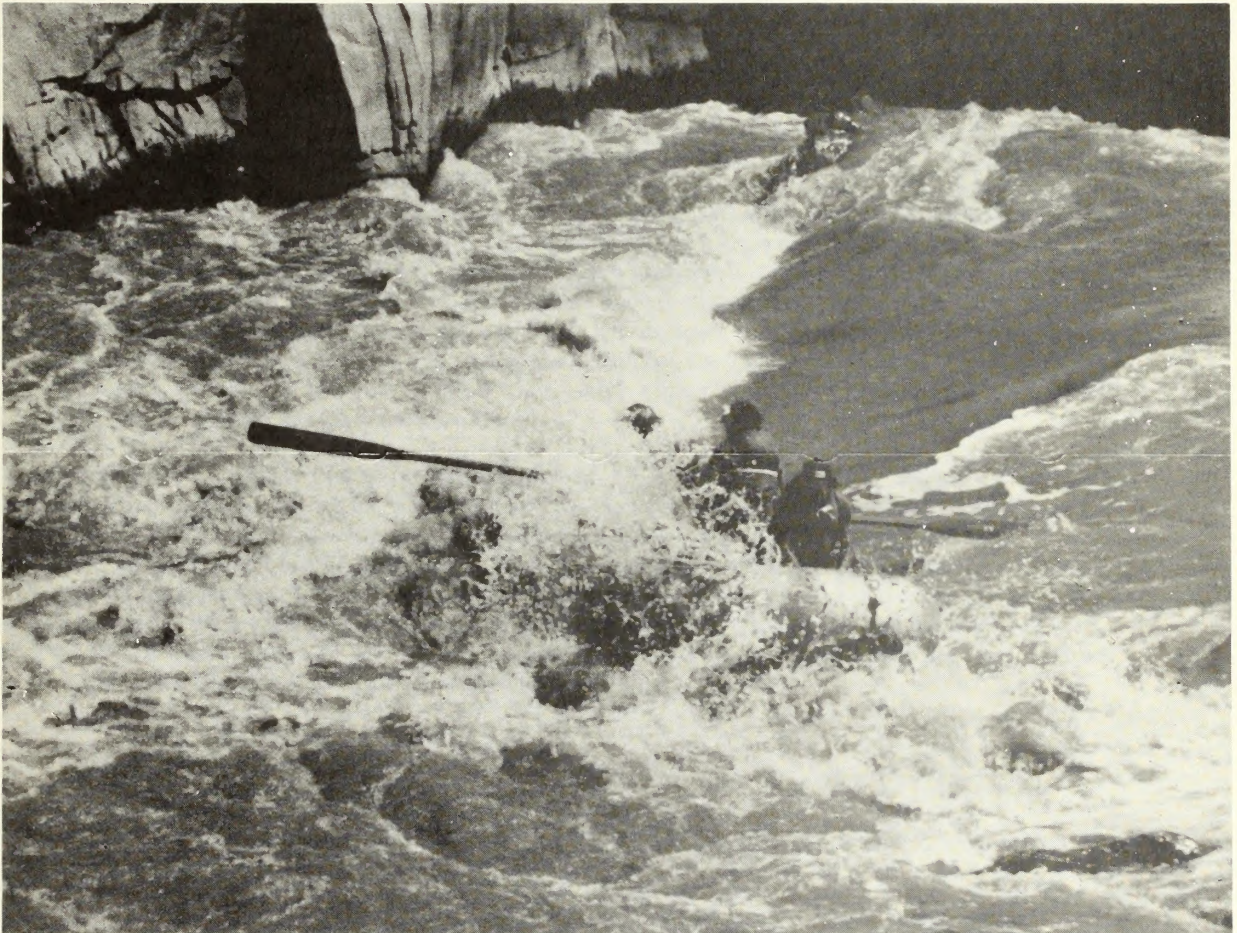
+\$2,378,000; Total \$7,904,000

+4 Positions; Total 140 Positions

Proposal. The \$2,378,000 is a net increase and is derived from a \$1,200,000 increase for Wilderness Review, a \$1,200,000 increase for the California Desert Conservation Area and a decrease of \$22,000 to transfer the access function to the Acquisition, Construction, and Maintenance appropriation.

The increase for Wilderness Review will provide for a study of public land primitive and natural areas to determine which ones can be included in the National Wilderness System as directed by the Federal Land Policy and Management Act of 1976 (P.L. 94-578). Included are funds for required mineral surveys of these areas by the Bureau of Mines and the Geological Survey.

For the California Desert, the increase will be used to execute an interim program to manage the use, and protect desert lands and their resources which are in danger of destruction.



*SKULL RAPID IN WEST WATER CANYON,
ON THE COLORADO RIVER*

Justification: Recreational use of public lands is increasing; the 1974 level of 75 million visits rose to 79 million visits in 1975. Recreational use is as varied as the land itself; solitary hikers and commercial pack trips, users of primitive areas and of high intensity recreation areas, single motorcycle riders and off-road vehicle events with thousands of entrants. BLM has never had the capability to adequately manage the recreational use of the public lands. Thus the increased public use has resulted in increased destruction of resources, conflicts between types of recreation use, and injuries or deaths of significant numbers of recreationists. The requested increases are oriented to priority management responsibilities, namely protection of primitive and wilderness values and promotion of visitor safety in the California Desert.

Wilderness Review: Many areas containing unique and irreplaceable natural and primitive values have already been identified through the BLM planning system and have been formally designated as primitive or natural areas. The Federal Land Policy and Management Act of 1976 (P.L. 94-579) now requires that these classifications be reviewed and that these areas be considered for possible inclusion in the national wilderness system. The Bureau will review all BLM areas and report on an estimated 600,000 acres by the required date of July 1, 1980.

A substantial portion of the proposed increase will be made available to the Geological Survey and Bureau of Mines who are required by law to conduct mineral surveys on each wilderness study area to determine mineral values. Approximately 300,000 acres will be examined by these agencies in 1978.

California Desert Interim Management: Visitor use days on the Desert were estimated at 14 million in 1975 and are increasing by 10% each year. BLM currently does not have the capability to properly manage this use. As a result nearly 1,000 serious injuries were reported in the desert; the Riverside BLM District reported 58 recreation related deaths. Most of these occurred on unmanaged areas where visitors are exposed to hazards such as abandoned mine shafts, discarded explosives, over-exposure, etc. In addition, many unique and irreplaceable resources are in danger of destruction through vandalism or unregulated use. For example, there is little control over 90-95% of unorganized off-road vehicle (ORV) use, and supervision of over 200 organized ORV events held annually is inadequate.

The Federal Land Policy and Management Act of 1976 (P.L. 94-579) requires the Secretary to execute an interim program to manage, use and protect the desert public lands and their resources. This proposal will expand the interim management effort initiated prior to passage of the Act and will provide for an additional 5 permanent Desert Rangers. Increased funds would also be used to hire additional temporary positions to supervise and regulate organized off-road vehicle events and to provide increased contract work now needed to reduce hazards and to protect critical resource values.



"ROCKHOUNDS" DIGGING FOR THUNDEREGGS IN OREGON

Access Function. This decrease of \$22,000 and one permanent position is a transfer in the estimates to "Acquisition, Construction, and Maintenance" to consolidate access funding in one subactivity and one appropriation.

Cost Factors (Increases). Five permanent positions at an average cost of \$14,900, \$75,000; forty-two temporary man-years at an average cost of \$13,200, \$556,000; travel, \$141,000; rent, communication, supplies, and materials, \$100,000; contractual services, \$1,455,000, and equipment, \$73,000.

PROGRAM DESCRIPTION

- | | |
|------------------------------------|-----------------------------------|
| (1) Recreation Resource Management | + \$2,378,000; total \$7,904,000 |
| | +4 positions; total 140 positions |

Objectives of the BLM recreation resource management program are two-fold: management of the recreation resource itself and provision for the recreation visitor. In concert with other governmental agencies and private enterprise, the Bureau identifies, evaluates, develops, administers, and protects recreation resources on over 400 million acres of public lands to help meet the outdoor recreation needs of the Nation. Approximately one-third of this acreage is located in the 11 western states, and 6 million acres are within 40 miles of 16 major population centers. By the year 2000, the population of the United States is expected to double, and demand for recreation is expected to triple.

A multitude of recreational uses occur on the public lands, both commercial and general public such as river running, hiking, horseback riding, motorcycling, and other off-road vehicle use, hang-gliding, camping, rock-hounding, sight-seeing, ad infinitum. To manage these uses, many different facilities are developed: campgrounds, roads, hiking trails, boat access, interpretive exhibits, way stations, off-road vehicle trails, etc.

Functionally, the Bureau's recreation resource management program includes:

- Inventory to identify and evaluate all recreational resources and opportunities;
- Management planning to determine the most appropriate use or combination of uses of the recreational resources;
- Special studies to analyze specific problems related to recreational resources or recreational use;
- Review natural, primitive, and roadless areas for possible wilderness designations
- Facility development for resource protection and visitor safety;
- Information programs such as signing, brochures, interpretive exhibits, and way stations (visitor centers) to encourage proper use of public lands.
- Hazard reduction programs to increase visitor safety;
- Visitor management to minimize user conflict and maximize visitor safety; and

To maximize recreational opportunities and minimize user conflicts, special areas are sometimes designated for specific uses. Examples of these special management areas are:

- Wild and Scenic Rivers

- . designated rivers; Rio Grande, New Mexico; Rogue, Oregon; and the Upper Missouri, Montana.
- . legislated study rivers include, but are not limited to Salmon, Idaho; Forty-mile, Alaska; John Day, Oregon; Delores, Colorado; and the American, California.

- National Trails

- . designated trails: Pacific Crest, Washington/Oregon/California; Pinnell Mountain, Alaska; King Range, California; Organ Mountain, New Mexico; and South Yuba, California.
- . Study trails include, but are not limited to the Oregon Trail; Pony Express Trail; Lewis and Clark Trail; and Alaska Gold Rush Trails.

- Primitive Areas

- . include: Aravaipa Canyon, Arizona; Grand Gulch, Utah; Humbug Spries, Montana; Powerhorn, Colorado; Scab Creek, Wyoming.

- Research Natural Areas

- . include: Halibut Cove, Alaska; McElmo Reptile, Colorado; Shoshone Pygmy Sage, Nevada; Jordans Craters, Oregon; Cleveland-Lloyd Dinosaur Quarry, Utah.

Outstanding Natural Areas

- include: Vermillion Cliffs, Arizona; Negit Island, California; Leviathan Cave, Nevada; El Malpais, New Mexico; Valley of the Giants, Oregon, Devils Garden, Utah.

MAJOR PROGRAM CHANGES

- (2) Cultural Resource Management No Change.

PROGRAM DESCRIPTION

- (2) Cultural Resource Management Total \$913,000
Total 22 Positions

Cultural resources - finite, nonrenewable, and fragile - are rapidly being removed from their scientific and cultural context before their importance and true value can be assessed. Deliberate vandalism, uncontrolled recreation use, and even inadequate inventories prior to Federal actions on lands all contribute to destruction of cultural resources.

The Bureau's cultural resource management program is aimed at identifying, evaluating, managing, and protecting cultural resources on public lands and ensuring that Bureau or Bureau-approved programs or projects do not inadvertently affect cultural resources. The cultural resource management program includes the following elements:

- a systematic inventory system to identify and evaluate cultural resources.
- a planning sequence to determine the most appropriate use of cultural resources
- a management system to provide for, among other things: nomination of appropriate cultural resources to the National Register of Historic Places; Administration of Antiquities Permits on the Public Lands; and development of a public education program to increase awareness of cultural resource values and to reduce vandalism
- a protection component to provide appropriate protection to cultural resources, including; administrative measures (such as designations, withdrawals, and surveillance and patrolling) and physical measures (such as fencing, signing, structural stabilization, surveillance, and ground surface stabilization).

It has been estimated that over 1/2 million cultural resource properties exist on the Public Lands. The properties vary from extensive prehistoric cliff dwellings to surface depressions indicating the existence of pit houses, from the Pony Express Trail to rock art panels, and from scientifically important intaglios to historic forts.

Program features for FY 1978 include:

- inventories (does not include studies made or cultural resource inventories funded by other resource programs)

* Class I overviews	24 each
* Class II reconnaissance field inventory	100,000 acres
* Class III intensive field inventory	1,000 acres
* Inventory forms completed	540

- nominations to the National Register for Historic Places	30
- Antiquities Permits administered	160
- properties to receive protection measures	35
- management and maintenance of properties already protected	70
- special areas being managed (Ft. Egbert, Alaska; Grand Gulch, Utah; Garnet, Montana; etc.)	12
- cultural resource inventory and protection contracts prepared and administered	20
- mitigation operations monitored	125



RUINS OF THE BOYD PONY EXPRESS STATION - UTAH

MAJOR PROGRAM CHANGES

(3) Visual Resource Management

No Change.

PROGRAM DESCRIPTION

(3) Visual Resource Management

No Change; Total \$250,000
Total 7 Positions

There are a wide variety of scenic values (visual resources) on the public lands ranging from the snowclad peaks of Alaska to the desert of the southwest, from the grandeur of the Rocky Mountains to the rain forests of the Pacific Northwest. The Bureau has numerous resource management programs that involve some alteration of these scenic values. How the Bureau professionally manages the visual resource will have a significant role in determining the public reaction to all other Bureau resource programs.

The objective of the visual resource management program is to provide a systematic approach to evaluate and manage visual resources in a manner which will minimize the adverse impact of all Bureau programs and projects upon visual resources.

The visual resource management program has two basic aspects: it is made up of a base program with an internal workload funded in this activity and a support program complementary to and financed by all other Bureau resource programs.

- (a) The base program includes: inter- and intra-agency coordination, identification and evaluation of the visual resource, applied research to maintain the state-of-the-art, and training of Bureau employees to implement the program.
- (b) The support program includes: determination of visual sensitivity levels and visual zones and providing expertise for project design to minimize the adverse impact of the project (such as timber harvest, road construction, and mining) upon the visual environment.

Program features for the visual resource management base program in FY 1978 include:

- Acres of inventory 10,000,000 acres
- Visual Resource Management Guide for Energy and Energy-Related Projects 1
- Monitor Bureau Resource Programs to insure they are meeting visual resource management criteria 30% of Bureau projects
- Visual Resource Inventory contracts prepared and administered 10

MAJOR PROGRAM CHANGES

D. Soil, Water, and Air Management

\$378,000; Total \$11,267,000
-2 Positions; Total 262

Proposal: The increase is to pay for rising costs of employee compensation. These costs have been traditionally identified in the Watershed Management sub-activity. The net of \$378,000 is an increase of \$382,000 for employee compensation payments and a decrease of \$4,000 to transfer access function to the Acquisition, Construction, and Maintenance appropriation.

Cost Factors (Increase). An increase of \$382,000 for employee compensation payments for a total of \$709,480.

Justification. The costs of compensation and medical benefits have increased over prior years due, in part, to higher salary levels which form the basis for compensation, mandatory cost-of-living increases and the increased cost of medical care. Injury claims for compensation and long-term disability and death cases have also increased.

PROGRAM DESCRIPTION

D. Soil, Water, and Air Management

+\$378,000; Total \$11,267,000
-2 Positions; Total 262 Positions

The objectives of this program are directed to protection and stabilization of unnaturally eroding soils, enhancement and maintenance of water quality, continued production of usable water, and evaluation and mitigation of impacts of Federal and non-Federal public lands projects on air quality. The program utilizes a number of direct techniques to protect and stabilize soils and retard surface runoff of water. More importantly, however, is its relationship to other programs which impact soil stability, or whose management practices assist in the stabilization of soils.

Most significant of these is the relationship of livestock grazing and wildlife habitat management to watershed condition and stabilization. The three cannot readily be divorced since changes and improvements in one effect the other two. Management of vegetative condition and composition is the most desirable means of achieving soil stability, and is most often done through management of livestock and wildlife. Some areas, however, have reached a condition that is beyond correction through management and must be treated by direct stabilization projects. In many areas, lack of stabilization not only contributes to increased silt loads in streams, and other damages, but may threaten cultural values, antiquities sites, and other irreplaceable values. The soils and water program components prescribe treatment to achieve both program objectives and local site objectives, including the installation of soil and water control structures such as detention or retention structures; monitoring conditions and trends of the soil mantle and waters produced on public lands; and dealing affirmatively with sources of pollutants, particularly salines, to public waters. The air quality component of the program provides program guidance and expertise in evaluating existing air quality and expected impacts of Federal and non-Federal project proposals. Program guidance

The Bureau participates in managing 26 community watershed areas under P.L. 566 such as the Rio Puerco and San Simon Areas. In addition, there are 83 watersheds, e.g., Murray Canyon, Nevada; classed as "critical community watersheds" that supply downstream water and contribute to flood and sediment damage to users such as irrigation districts, outlying settlements and communities, and small industry.

	Total No.	Investment (\$000)	Units Maintained
Detention and Reservoirs	14,831	\$ 29,419	2,300
Dikes (linear feet)	4,582,000	2,760	454,000
Springs	5,713	4,370	470
Wells	2,679	7,344	365
Pipelines (miles)	3,656	4,838	0
Catchments	212	739	0
Fences (miles)	35,432	31,320	80
Cattleguards	2,818	2,401	0
Site Improvement (thousands of acres)	4,470	29,389	0
		<u>\$ 112,580</u>	

The Federal Water Pollution Control Act, among other requirements, directs that agencies be knowledgeable of the impacts that its actions are having upon water quality. USGS stations provide stream-mouth data but, other than in coal areas, none specific to local sites. To overcome this deficiency, BLM has initiated water quality monitoring in a few selected areas where agency actions may be expected to impact water quality.

The Bureau has been notified that its assessment from the Department of Labor for compensation payments will be increased \$382,000 in FY 1977 to a new total of \$709,480. That amount is the basis for the increase in the Soil, Water and Air Management subactivity for Fiscal Year 1978 where it is traditionally funded.

Proposal. The decrease of \$2,000 reflects the transfer of the access functions to the Acquisition, Construction, and Maintenance appropriation.

E.	<u>Wildlife Habitat Management</u>	-\$2,000; Total \$5,379,000
		-2 Positions ; Total 117 Positions

BLM-72

- maintain diverse wildlife communities to preserve the integrity of the national environment;
- provide public recreational opportunities associated with wildlife resources on the public land to satisfy increasing demand;
- protect the quality and quantity of Critical Habitats essential to threatened or endangered wildlife species; and
- improve and protect vital aquatic and associated riparian habitats required to increase the Nation's commercial and sport fisheries.

To achieve these objectives the BLM Wildlife Program has developed major program thrusts which are associated with specific wildlife legislation. This legislation includes the Endangered Species Act (P.L. 93-205) and the Sikes Act (P.L. 93-452) --specific authorities which require BLM's close coordination and cooperation with State, local, and other Federal agencies during program development for wildlife habitat improvement and protection.

Objectives, as directed and mandated by legislation, are attained through the preparation and implementation of specific planning efforts. The BLM's wildlife habitat planning component is the habitat management plan (HMP) which is developed jointly with the State agency responsible for animal population management. Plans include objectives, improvements where necessary, and management programs for specific areas of the public lands.

In addition, endangered species recovery plans are developed to specifically protect those species and their habitats which are classified as threatened or endangered. These plans are developed by recovery teams appointed by the U.S. Fish and Wildlife Service. The recommendations contained in the recovery plans provide guidance for interagency conservation and recovery programs on a species-by-species basis.

There is a nationwide concern for wildlife resources associated with public lands. This concern is being expressed not only through public involvement in planning, but also through legislative actions and litigation. BLM is committed to maintaining and improving wildlife habitat and thus wildlife production on the land it manages.

The wildlife program features the protection and enhancement of 450 million acres of public lands offering 20 percent of important habitat for big game animals of the United States, 258,000 miles of streams and rivers, 5 million surface acres of lake, reservoir and ponds, production of over half the annual catch of salmon and steelhead in the West, and an undetermined amount of Critical Habitat for threatened or endangered species. Specific FY 1978 planned work components and accomplishments are shown below:

<u>Feature</u>	<u>Workload Measure</u>	<u>Habitat Unit</u>
<u>Activity Planning</u>		4,200,000 ac.
Habitat Management Plans	55 plans	
Recovery Plans	8 plans	
<u>Data Collection</u>		
Terrestrial		20,000,000 ac.
Aquatic		30,000 ac.

Terrestrial Habitat Improvement

Vegetative		12,500 ac.
Fences and Fence Modification	300 mi.	450,000 ac.
Water Developments	75 ea.	190,000 ac.

Aquatic Habitat Improvement

Streams		250 mi.
- Fencing	75 mi.	
- Structures	80 ea.	
Pond, Lakes, & Reservoirs		4,500 ac.
- Fencing	25 mi.	
- New Structures	30 ea.	

Major benefits to be derived from the BLM Wildlife Program include:

- increased opportunities for consumptive and nonconsumptive uses of wildlife, subsequently increasing direct and indirect revenues to the States;
- increased commercial production and harvest of fish to augment State and national economies;
- prevention of the extinction of threatened or endangered species.

Current recreational use of wildlife on the public lands is in excess of 50 million visitor days and generates over \$420 million in recreation revenues annually. Demand is increasing, but recent reductions in wildlife populations, such as those of mule deer and salmon in several Western States, have not only diminished the public opportunities, but have also limited State and local revenues as well. Mule deer numbers in Idaho, Oregon, and Utah, for example, have declined nearly 75 percent in the past 20 years. This resource has been generating over \$500 million to the recreation industry annually, but today several State economies are being adversely effected by decreasing mule deer numbers. Cooperative efforts for habitat improvement are being designed to return these populations to their earlier levels. Conservative estimates of fish and wildlife value harvested annually from BLM land are in excess of \$350 million.



BLACKTAIL DEER NEAR TRINITY RIVER, CALIFORNIA

In regard to commercial fisheries, over half of the annual catch of salmon and steelhead on the west coast is produced from spawning grounds found on public lands in Alaska, California, Idaho, and Oregon. The commercial harvest produced on the public lands is in excess of \$50 million. Programs are being designed to improve salmon spawning streams in order to reverse current declines in populations.

There are about 30 species of threatened or endangered mammals, birds, or reptiles which use public lands for all or part of the habitat requirements. BLM has initiated habitat protection or enhancement programs for seven of these species, including the California condor, black-footed ferret, peregrine falcon, Yuma clapper rail, Mexican duck, Warm Springs pupfish, and Lahontan cutthroat trout.

The most significant deficiency associated with the endangered species program is the lack of adequate data on their distribution and habitat requirements. Significant land use changes and development programs, particularly mineral and energy related programs can have an adverse effect on the habitats of these species. Currently, coal development proposals in Colorado could result in adverse impacts to the peregrine falcon; phosphate and geothermal programs in California may have negative influences on peregrine falcons and California condors. Also, existing and proposed transportation corridors and off-road vehicle use are having adverse impacts on the desert tortoise in California and Utah, circumstances that could readily result in subsequent listing of this reptile under the Endangered Species Act of 1973. Wildlife program efforts are directed toward supporting these programs. This is done through improving habitat and populations, thereby reducing the chances that a species will be listed and impose added limitations on land use and resource development.

The BLM endangered species program includes a continuing longer range effort to obtain baseline data on over 20 million acres where the 30 threatened or endangered species are suspected to occur. This is being done to provide effective protection for such species and their habitat. Of particular importance is the planned development of management programs in Fiscal Year 1978 for the enhancement of 100,000 acres of habitat for both threatened or endangered species. This will include BLM's responsibility for implementation of recovery plans for at least the following species: American peregrine falcon, Yuma clapper rail, California condor, Warm Springs pupfish, blunt-nosed leopard lizard, Colorado River squawfish, woundfin, and Mexican duck.

F. Fire Management: Fiscal Year 1977, \$8,304,000; Fiscal Year 1978, \$8,304,000; no change.

MAJOR PROGRAM CHANGES

F. Fire Management

No Change.

PROGRAM DESCRIPTION

F. Fire Management

FY 1978 Total \$8,304,000
-5 Positions ; Total 207 Positions

The objective of the fire protection program is the protection of public lands from uncontrolled wildfire that threatens significant natural resource values. Protection is the planning and preparatory component of fire control. The suppression and fire rehabilitation program is carried out under an emergency activity which is not part of the funding shown above.

Existing capability is directed toward implementation of the Normal Fire Year Plan which integrates BLM's fire management objectives with resource values and resource management objectives.



*RAPID RESPONSE TO WILDFIRE IS ESSENTIAL
FOR THE PROTECTION OF OUR NATURAL RESOURCES*

This program includes preparedness or "presuppression" work in advance of actual fire occurrence to reduce the risk of fire, and to increase effectiveness of suppression once a fire does start. Major elements of this work include prevention through campground patrols, issuance of burning permits, fire detection systems (both ground and aerial), hazard reduction through slash and snag disposal, firebreak maintenance, maintenance of fire weather stations, analysis of fire weather data, and analysis and purchase of improved equipment and training

G. Pay Costs

+\$90,000; Total \$90,000

The requested increase of \$90,000 is the amount required to annualize the October 1976 pay raise for classified employees.

H. Space

Public Law 92-313, Public Building Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by the General Service Administration (GSA) at approximate commercial equivalent rates. The estimated increase requirement for space and related services in GSA facilities based on rates supplied by GSA is \$35,000 included in the program increase in this activity. Total space costs included in the Renewable Resources Development, Protection, and Management activity are \$1,950,000.

4. Planning and Data Management

Analysis of Activity			
FY 1976 Amount Available	FY 1977 Amount Available	FY 1978 Estimate	Increase (+) or Decrease (-)
\$7,376,000	\$20,133,000	\$24,133,000	+\$4,000,000

4. Planning and Data Management: FY 1977, \$20,133,000; FY 1978, \$24,133,000; an increase of \$4,000,000. The increase consists of:

<u>Increase (+) or Decrease (-)</u>		<u>Total</u>	<u>Total</u>	<u>Explanation</u>
<u>Amount</u>	<u>Positions</u>	<u>Program</u>	<u>Positions</u>	
<u>A. Planning for Multiple Use</u>				
(1)+\$1,000,000	-0-	\$2,000,000	5	<u>National Petroleum Reserve-Alaska</u> : to continue the land use study required by the Naval Petroleum Production Act of 1976 (P.L. 94-258) including the identification of land and resource values and development of management recommendations.
(2)+ 1,000,000	-0-	1,000,000	-0-	<u>Long Range Study</u> : to provide for a long range study of public land programs and objectives taking into consideration the Federal Land Policy and Management Act (P.L. 94-579).
(3)- 1,000,000	-0-	1,000,000	20	<u>California Desert</u> : to shift effort to the interim management component of the California Desert Program.
(4) -0-	-0-	7,422,000	256	<u>Other Planning for Multiple Use</u> : No change
<u>B. Data Management</u>				
+ 2,960,000	+14	12,671,000	167	<u>Data Management</u> : to implement integrated systems for automated data management.
<u>C. Pay Costs</u>				
+ 40,000	-0-	40,000	-0-	<u>Pay Costs</u> : to annualize the October 1976 pay raise to civilian employees.
<u>D. Space Costs</u>				
(+75,000)	-0-	(660,000)	-0-	<u>GSA space costs</u> included above.
+\$4,000,000	+14	\$24,133,000	448	

PROGRAM SYNOPSIS

The basic objectives of the planning and data management activity are: 1) to insure that BLM programs are properly coordinated with each other and with programs of local and State governments and private landowners, and 2) to provide useable information for discharging Bureau responsibilities and insuring adequate management of valuable resources. BLM utilizes management framework plans (MFPs) to carry out the first objective; these documents guide the mixture of uses carried

out on a given area. MFP's are dynamic and must be updated to reflect the most current data available; thus effort is being directed to both revisions of plans in priority areas and development of new plans in geographic areas not yet covered by MFP's. MFP's are BLM's terminology for land use plans as required under the Federal Land Policy and Management Act and the Federal Coal Leasing Amendments Act.

To meet the second objective, the Bureau has developed a plan which provides for development of integrated manual and automated systems for gathering, storing, processing, and retrieving vast amounts of resource management, support and administrative data. Pilot projects in automated data management are underway in Alaska, Oregon, and OCS Offices; results of these projects will be utilized in continuing the Bureau's Strategic Plan for Information Systems Management. The proposed FY 1978 increase in planning is the net result of reducing the California Desert planning effort, increased planning for the National Petroleum Reserve - Alaska, and an increase for a long range study of public land programs and objectives. Increases in the data management program will provide the capability required to continue second-year efforts of Strategic Plan implementation. It includes necessary additional BLM manpower, contract support, and acquisition of computer hardware.

A. Planning for Multiple Use: Fiscal Year 1977, \$9,422,000; Fiscal Year 1978, \$10,422,000; an increase of \$1,000,000.

MAJOR PROGRAM CHANGE

A. <u>Planning for Multiple Use</u>	+\$1,000,000; Total \$11,422,000
	+0- Positions; Total 281 Positions

Proposal: The \$1,000,000 increase is the net of a \$1,000,000 increase in planning for the National Petroleum Reserve - Alaska, a \$1,000,000 increase for a long range study of public land programs and objectives, and a \$1,000,000 decrease in planning for the California Desert Conservation Area.

Justification: (1) National Petroleum Reserve-Alaska - +\$1,000,000

The requested increase is needed to accelerate efforts initiated in FY 1977 to prepare a land use study of the reserve as mandated by the Naval Petroleum Reserve Act of 1976. The reserve covers most of the North Slope oil province. Jurisdiction and responsibility for development and protection of this 23 million acre area was transferred to the Secretary of the Interior on April 5, 1976. Although the plan will be based largely on available existing data, some contract studies are needed to identify archeological sites, to determine the location and availability of water, and the location and extent of fisheries and wildlife habitat in the development of the land use plan. Efforts also include data analysis, identification of potential use conflicts, conflict resolution with adequate public input and graphic production of planning documents. An overall plan will be developed for submission to Congress in April 1979 to facilitate decisions on future development of the reserve with safeguards to protect the fragile environment. Preparation of the plan will include full consultation with other Federal, State, and local agencies, Alaskan Natives, and the general public.

(2) Long Range Study - +\$1,000,000

The requested increase is needed to initiate a long range study of current objectives and programs for management of the public lands and the effect the Federal Land Policy and Management Act of 1976 (P.L. 94-579) has on these programs and objectives. The new Act has also provided new programs and regulatory requirements for the public lands, and the study will serve as a guide in developing cost effective strategies for implementing these programs. Examples of areas to be considered are: the extent to which new access and exchange authority should be used for "blocking up" areas; what criteria are needed to identify "areas of critical environmental concern" as defined in the Act, and what management initiatives are required for these areas; what changes in current procedures are needed to imple-

ment the substantive land-use planning requirements of the Act; and what procedures should be followed in reviewing roadless areas for possible wilderness designations. The overall study will significantly insure that the public lands are managed in such a way as to facilitate the multiple use concept of management.

(3) California Desert Plan - -\$1,000,000

The requested decrease is a redirection of effort to interim critical management of the Desert. The reduction is also equivalent to the FY 1977 reprogramming that accelerated data gathering. Management framework plans have been completed on some 3.5 million acres using new inventory techniques to fill identified data gaps. Some 12 million acres remain for plans to be completed and consolidated with previous work into a Desertwide plan required to be completed by September 30, 1980. This remaining acreage will use existing information for a planning base to meet the goal of holding preparation of the Desert Plan, due to be completed by September 30, 1980, to a total of \$3,000,00 over FY's 1977 and 1978.

Cost Factor (increases): Four temporary man years at an average cost of \$26,500, \$106,000; travel, rent, communication, printing, and reproduction and supplies and materials \$22,000; equipment, \$4,000; and contractual services \$1,868,000.



*PUBLIC PARTICIPATION IS VITAL TO THE
BLM'S MULTIPLE-USE PLANNING PROCESS*

PROGRAM DESCRIPTION

Total \$11,422,000
Total 281 Positions

The objectives of BLM's planning for multiple use subactivity are: 1) to insure that BLM programs (range, forest management, wildlife, energy and minerals management, etc.) on each land area are responsive to policy and future need, and 2) to insure that they are properly coordinated with each other and with plans and programs of local and State governments and private landowners. The Bureau's land use planning program was initiated in 1969 in recognition of the need to evaluate competing uses of the public land acreage - much of it intermingled with land under private or other forms of public ownership. The above objectives are met through the preparation, use, and maintenance of multiple use plans called "Management Framework Plans" (MFP's). These plans along with supporting information guide the mixture of uses provided on a given area.

BLM's multiple use planning program has been carried on under Departmental authority which authorizes the Director to use such management techniques and tools as are necessary to guide and coordinate the specific land management programs for which he is responsible. This authority was buttressed by the National Environmental Policy Act which requires use of a "systematic interdisciplinary approach in planning". Recent legislation has added impetus to our planning efforts. Public Law 94-377, an act "To amend the Mineral Leasing Act of 1920 and for other purposes" requires any coal lease underlying Federal surface to be based on a comprehensive land use plan and directs the Secretary to prepare plans for lands under his jurisdiction. In addition, the Federal Land Policy and Management Act (P.L. 94-579) requires preparation of the land use plans.

The area that BLM manages has been subdivided into 630 "planning units". These are basic compartments or geographic areas used to record inventory data and develop Management Framework Plans. As of the end of FY 1977, approximately 450 or 70% of these units will be covered with plans of widely varying quality. Many of these plans were prepared with limited resource inventory data and are rapidly becoming out of date with the development of new inventory data, policy, and commodity demand data. This was anticipated and the Bureau planning system is designed to be dynamic.

The planning system provides for constant deposition of new data and complete revision of specific plans when necessary. We are finding the need for major revision in priority areas (e.g., areas requiring coal, range or timber program action) to be greater than the need for new plans in the 30% of the planning units not yet reached. For example, in FY 1977 plans will be revised for 45 units and new plans prepared for 27. At the FY 1978 funding level provided, we estimate major revisions for 60 units and new plans for 20 units. These 80 units comprise 12.5% of the 630 units involved. Projecting this rate of planning into the future, and holding all costs constant, the FY 1978 program will provide the Bureau with capability to maintain land use plans on an average 8 year revision cycle. Currently, we are finding that plans 4-6 years old are so out of date, because of the constantly changing social and economic environment, that revisions are needed before they can be used as the basis for major program decisions.

B. Data Management: Fiscal Year 1977, \$9,711,000; Fiscal Year 1978, \$12,671,000; an increase of \$2,960,000.

MAJOR PROGRAM CHANGES

B. Data Management: +\$2,960,000: Total \$12,671,000
+14 Positions; Total 167 Positions

Proposal: The program increase will provide the capability required to successfully continue the second year effort of a Bureau project to develop integrated systems for resource data management. The total project involves implementation of the "Strategic Plan for Information Systems Management." The plan is the end product of work begun in FY 1974. During FY 1975, a team of Bureau employees, supported by contract personnel, completed an extensive study of the information handling needs and capabilities of the Bureau. Results of that study provided the basis for formulation of the Strategic Plan which was completed and approved in FY 1976. Preliminary work on plan implementation began during FY 1976 and will be continued during FY 1977.

The Strategic Plan for Information Systems Management provides the framework for development of integrated manual and automated systems for gathering, storing, processing, and retrieving vast amounts of resource management and other data. The plan addresses the issue of providing adequate information handling capability to field managers who are responsible for basic resource management decisions. The plan formulates development on a package or building block concept. Each package, when implemented, provides a segment of functional utility in BLM. The data base associated with each package is also available for use in subsequent packages; i.e., building block concept. Guidance provided by the plan directs all Bureau efforts to product information handling capability that will fit the total integrated system taking maximum advantage of ADP and remote sensing technology.

The Strategic Plan has been reviewed within the Department of the Interior and by others. Recently, plan concepts and approaches were evaluated by top systems people from the General Services Administration, the Department of Commerce, and the National Bureau of Standards. The plan has been acclaimed as one of the few complete systems proposals outside of the Defense Department. It is considered to be an appropriate approach for accommodating rapidly increasing demands for handling, analyzing, and disseminating information effectively in meeting the Bureau's responsibilities for managing resources.

Implementation of the plan employs an orderly approach to development involving sequential actions as illustrated by the following action steps:

<u>Action</u>	<u>Result</u>
Strategic Plan	Provide guidance and control.
Detailed Requirements Definition (DRD)	Defines "what" the system must do.
System Design	Describes how the system must be built to do the "what."
System Development	Build the system according to design specifications.
Acceptance Testing	Test by users to insure acceptance and utility.
Bureau-wide Implementation	System placed in operations, made available to users.
Operation and Maintenance	Maintain systems capability and utility.

The sequential actions outlined above are required for implementing each of 15 packages. The Strategic Plan will be supplemented by specific work and action plans for each step of the process. During the T.Q., work was initiated on the Detailed Requirements Definition (DRD) for the Resource Inventory and Unit Resource Analysis (planning base) packages. These two packages represent some of the most

complex work in the entire plan. However, the capability to adequately handle resource inventory and basic planning data were identified as being critically needed by field managers. The capabilities developed for these packages will be the cornerstone for the development and maintenance of the comprehensive resource inventory required by the Federal Land Policy and Management Act of 1976 (P.L. 94-579), especially the requirements for keeping the inventory current and making the information available to states and counties. These two packages also serve as building blocks for a number of other packages. Accordingly, the initial effort will provide both immediate and long term benefits to the project.

During FY 1977, the work plan specifies completion of the following action items:

- Complete DRD for Resource Inventory and Unit Resource Analysis package;
- Plan and initiate DRD for Land and Mineral Ownership Records, Case Management and Utilization Management packages;
- Initiate data base management system design effort;
- Initiate telecommunications study and design effort;
- Initial field testing of remote sensing capability to verify utility for data gathering. Cooperative effort - NASA, GS-EROS, BLM.

It has become apparent that as this systematic approach gathers momentum, workload expands in geometric proportions. The requested program increases will permit maximum base level efforts to continue and will accommodate the orderly growth needed to retain the project intact, precluding fragmentation and wasted effort. Requested increases call for additional personnel augmented by contract support. Increased capability would be directed to:

- Pay second year increase in costs FY 1977 computer acquisition, \$460,000.
- System Design, Resource of Inventory, Unit Resource Analysis: 3 positions plus contract support will be committed to this work, \$640,000.
- Complete DRD and initiate System Design, Land and Mineral Ownership Records: 3 positions plus contract support required for accomplishment, \$445,000.
- Complete DRD, Case Management and Utilization Management: 2 positions plus contract support required for accomplishment, \$200,000.
- Continue design of the Data Base Management and Telecommunications Systems: This work must proceed simultaneously with system design for the first 3 packages. 4 positions plus contract support are required, \$540,000.
- Acquire hardware for BLM-Oregon in preparation for systems development and testing, plus continue ongoing work: 2 positions plus purchase costs, \$620,000.
- Acquire hardware for handling and verifying existing remote sensing data, \$55,000.

Justification: Resource Management, in the present social and political climate, rests on a foundation of knowledge comprised of data and information documented in a variety of formats. Legal, scientific and managerial data may be recorded on paper text, photographs, maps, plats, digital tapes or electronic imagery. Development of an information system to operate, coordinate and control a large volume data base in an effective, efficient manner is essential if the ongoing mission and announced objectives of the BLM, Department of Interior, and the Congress are to be met.

The BLM is the agency responsible for establishment of boundaries in the public land states and on the oceans surrounding the United States. The resulting land and mineral ownership records create a data base comprised of millions of information items.

Physical inventories required for land and sea use planning of surface and sub-surface resources such as minerals, soils, vegetation geology and water create another large volume data base. Managing the utilization of energy and non-energy minerals, timber, forage, rights-of-way, recreational use and other commodity resource uses requires use of ownership and inventory data providing an additional data base of large scale. Protection of wildlife, cultural and historic values, renewable resources and capital investments from fire, pests, diseases and unlawful acts represents still another data base of sizeable dimensions.

Part of the study effort that preceeded the Strategic Plan involved estimating the size of the existing data base in BLM. It was determined that there are approximately 84,700,000 individual records in existence, stored on maps, overlays, paper, magnetic tape and disks. Each record contains many data elements, ranging from one to several thousands individual information items. As a result of the broad geographic area of Bureau responsibility and operations, these records are stored at 120 separate locations spread from Fairbanks, Alaska to New Orleans and from New York to Los Angeles. These records are accessed by users from 1-2 times per day to 1800 times per month per site.

The broad range of Bureau activities described earlier, and the Federal Land Policy and Management Act of 1976, require an intensive coordination effort and information exchange between local and state governments and several Federal agencies. Many of the state and Federal agencies, dealt with routinely use advanced information handling and processing technology in their resource planning and management activities. By comparison, BLM relies largely on manual systems for handling resource data.

The work proposal involving the program increase is part of a planned, controlled process designed to make effective use of automated data processing, reduce manpower requirements for handling information, make maximum use of systems and data bases already developed by other agencies, and provide long term benefits by way of improved response to public and resource demands. When implemented, each package will provide a useable, economically efficient capability for storing, analyzing and making available, when needed, a portion of the BLM data base. When the Strategic Plan is fully implemented, a totally integrated manual and automated data handling system will be available to support the resource management process.

The approach described in the program increase proposal will utilize expertise that is available in the private sector for work of a one time nature. This eliminates the necessity for a large, permanent buildup of Federal employees. However, sufficient inhouse capability must be provided to work with contract personnel. This arrangement is necessary to insure that quality standards are met, continuity of effort is maintained and working knowledge gained by the investment in contracts is retained after the contracts terminate.

A part of this effort also includes the study of remote sensing for the acquisition of a variety of resource inventory data and resource condition trends. This study, known as the Application Systems Verification Test (ASVT), and associated hardware is designed to ascertain the practical applicability of remote sensing to resource management, and involves the active participation of USGS (EROS) and NASA. Again, the broad scale of BLM responsibilities and the massive geographic areas involved require application of improved technology to track and record condition, yield, and man's impact on renewable and non-renewable resources.

The telecommunications capability involved in the increase proposal is limited to land line transmission of data moving in and out of automated systems. This capability will result in a reduction of the number of record storage locations and give the user (i.e., resource specialist, BLM decision makers, members of the public) access to stored information. Improved information exchange between BLM, state and Federal agencies will also result.

Cost Factors: Fourteen permanent positions at an average cost of \$17,720, \$248,000; ten temporary man years at an average cost of \$6,350, \$63,500; travel, per diem, and transportation for field work, \$50,000; space, utilities, printing, and supplies, \$400,000; equipment purchase, \$1,100,000; and contractual services, \$1,098,500.

PROGRAM DESCRIPTION

B. Data Management: total \$12,671,000
total 167 positions

This subactivity is concerned with managing existing systems and developing improved capability for acquiring, storing, using and disseminating data and information. The objective of the activity is to provide useable information for discharging agency responsibilities, providing optimum public service and insuring adequate management of resources valued in multi-billions of dollars.

The Bureau is now attempting to carry out a rapidly expanding mission while relying on largely manual resource information handling methods. Present systems are run on a B-5500 computer of limited capability. Approval has been granted for replacement of this hardware through competitive acquisition of a new computer. The proposals are presently being evaluated; an award is expected by April 1977, and the new hardware should be in place by September 1977.

Manual data handling occurs at approximately 120 locations. Automated capability has been largely centralized in Denver for reasons of cost efficiency. Pilot projects involving automation of Lands and Minerals Ownership Records (Alaska and Outer Continental Shelf Offices) and basic resource information (Oregon) are currently underway. These test projects utilize limited non-Bureau processing capability. The Alaska project has proven the feasibility of automating ownership records while producing tangible benefits associated with processing Alaska Native Claims Settlement Act (ANCSA) applications. The Oregon test has proven the feasibility of applying computer graphics technology to field office operations. The results obtained and knowledge gained during these pilot projects will find immediate applications in the first 3 packages of the Strategic Plan. The Outer Continental Shelf work is a contract effort specifically aimed at OCS requirements.

The bulk of the activity centers around the Denver Service Center. A basic ADP organization exists there containing all the elements of a standard organization ranging from management to computer operators. This organization contains the programmers and systems specialists required by current applications of data processing. Recently a nucleus of data base management and computer graphics skills have been added to carry out elements of the Strategic Plan effort.

The Service Center also includes staffs of resource specialists representing the full range of Bureau responsibility. Included are unique skills such as remote sensing specialists, and scarce skills such as historians, economists and interpretative specialists. These staff members contribute to the information systems developmental effort, along with standard resource disciplines such as range conservationists, foresters and geologists. Working side by side with ADP specialists, this cadre of personnel function as user representatives to insure that developing systems meet user needs.

Another large segment of this basic activity is represented by field office staff. These people are brought, in on a short detail basis, to provide specific input to various action steps such as the detailed requirements definition (DRD) now in progress. This characteristic of the Strategic Plan, i.e., reliance on actual users for major input, was a feature that was strongly endorsed by the systems people from other agencies who recently evaluated plan concepts and procedures. Field offices also participate in the basic program activity by providing most of the inter-governmental and inter-agency contact and coordination that is required. As a result of this close working relationship some field offices are currently making limited use of data bases and systems now existing outside the Bureau.

The remainder of the basic activity is made up a limited number of people with telecommunication skills, support personnel such as clerical skills and a widely scattered mixture of people who have ADP knowledge as a second skill. Management and supervision of the basic activity is conducted by field office managers along with their other responsibilities. The single exception to this rule is a small staff in the Washington Office to manage implementation of the Strategic Plan. This staff consists of one full-time project manager and three other people who contribute their skills and knowledge along with other duties.

In summary, this basic program represents a bare nucleus of skills, disciplines and equipment capability required to handle ongoing automated data processing functions most of which are administrative in nature. The majority of developmental work, as laid out in the Strategic Plan, will fall to actual system users supported by minimum numbers of ADP personnel and rather large contract efforts. Acquisition of necessary hardware, telecommunications and remote sensing capability will be scheduled in pace with development work.

C. Pay Costs.

+\$40,000; Total \$40,000

The requested increase of \$40,000 is the amount required to annualize the October 1976 pay raise for classified employees in this activity.

D. Space.

Public Law 92-313, Public Buildings Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by General Services Administration (GSA) at approximate commercial equivalent rates. The estimated increased requirement for space and related services in GSA facilities based on rates supplied by GSA, \$75,000, is included in the program increase in this activity. Total space costs included in the Planning and Data Management Activity are \$660,000.

5. Cadastral Survey

Analysis of Activity

FY 1976 Amount Available	FY 1977 Amount Available	FY 1978 Estimate	Increase (+) or Decrease (-)
\$14,782,000	\$15,694,000	\$17,724,000	+\$2,030,000

5. Cadastral Survey: FY 1977 \$15,694,000, FY 1978 \$17,724,000; an increase of \$2,030,000. The increase consists of:

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
<u>A. Cadastral Surveys - Alaska</u>				
+\$1,560,000	+2	\$9,979,000	82	To help reduce the growing backlog of surveys required to implement the Alaska Native Claims Settlement Act.
<u>B. Cadastral Surveys - other States</u>				
+ 440,000	+5	7,715,000	328	To provide capability to conduct urgently needed selected surveys in Lower 43 States.
<u>C. Pay Costs</u>				
+ 30,000	-0-	30,000	-0-	To annualize the October 1976 pay raise for civilian employees.
<u>D. Space Costs</u>				
(+6,000)	-0-	(536,000)	-0-	GSA space costs included above
<u>+\$2,030,000</u>	<u>+7</u>	<u>\$17,724,000</u>	<u>410</u>	

PROGRAM SYNOPSIS

The Bureau of Land Management has sole responsibility for the cadastral survey of Federal lands including the public lands which it administers, and lands administered by other Federal agencies. Land management functions such as land transfers, energy development, easement acquisition, timber sales, rights-of-ways, occupancy and trespass resolution are wholly dependent on clearly determined boundaries and legal property descriptions which can only be established by cadastral surveys.



*CADASTRAL SURVEYOR
ON THE JOB IN CALIFORNIA*

The cadastral workload includes the survey and resurvey of public lands. Because of the deteriorated condition of survey monuments, many of which were established in the previous century, resurveys constitute a substantial workload. Up to 90% of the survey effort in states outside of Alaska is directed to resurvey of lands where monument evidence needed to distinguish between BLM and other lands can no longer be found. Efforts in Alaska, which is largely unsurveyed, are almost exclusively new survey work.

- A. Alaska Surveys. Fiscal Year 1977, \$8,419,000; Fiscal Year 1978, \$9,979,000; an increase of \$1,560,000.

MAJOR PROGRAM CHANGES

- A. Alaska Surveys +\$1,560,000; Total \$9,979,000
+2 Positions; Total 82 Positions

EXHIBIT 10-1

STATEMENT OF WORK

Item	Quantity	Unit Price	Total Price
1.000	1.000	1.000	1.000
2.000	2.000	2.000	2.000
3.000	3.000	3.000	3.000
4.000	4.000	4.000	4.000
5.000	5.000	5.000	5.000
6.000	6.000	6.000	6.000
7.000	7.000	7.000	7.000
8.000	8.000	8.000	8.000
9.000	9.000	9.000	9.000
10.000	10.000	10.000	10.000

1. The total quantity of work to be performed is 10,000 units. The total price for the work is \$10,000.00.

2. The work to be performed is divided into 10,000 units. The price for each unit is \$1.00.

STATEMENT OF WORK

Item	Quantity	Unit Price	Total Price
1.000	1.000	1.000	1.000
2.000	2.000	2.000	2.000
3.000	3.000	3.000	3.000
4.000	4.000	4.000	4.000
5.000	5.000	5.000	5.000
6.000	6.000	6.000	6.000
7.000	7.000	7.000	7.000
8.000	8.000	8.000	8.000
9.000	9.000	9.000	9.000
10.000	10.000	10.000	10.000

STATEMENT OF WORK

Item	Quantity	Unit Price	Total Price
1.000	1.000	1.000	1.000
2.000	2.000	2.000	2.000
3.000	3.000	3.000	3.000
4.000	4.000	4.000	4.000
5.000	5.000	5.000	5.000
6.000	6.000	6.000	6.000
7.000	7.000	7.000	7.000
8.000	8.000	8.000	8.000
9.000	9.000	9.000	9.000
10.000	10.000	10.000	10.000

STATEMENT OF WORK

Item	Quantity	Unit Price	Total Price
1.000	1.000	1.000	1.000
2.000	2.000	2.000	2.000
3.000	3.000	3.000	3.000
4.000	4.000	4.000	4.000
5.000	5.000	5.000	5.000
6.000	6.000	6.000	6.000
7.000	7.000	7.000	7.000
8.000	8.000	8.000	8.000
9.000	9.000	9.000	9.000
10.000	10.000	10.000	10.000

STATEMENT OF WORK

Item	Quantity	Unit Price	Total Price
1.000	1.000	1.000	1.000
2.000	2.000	2.000	2.000
3.000	3.000	3.000	3.000
4.000	4.000	4.000	4.000
5.000	5.000	5.000	5.000
6.000	6.000	6.000	6.000
7.000	7.000	7.000	7.000
8.000	8.000	8.000	8.000
9.000	9.000	9.000	9.000
10.000	10.000	10.000	10.000

1
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PROGRAM SYNOPSIS

The Bureau of Land Management has sole responsibility for the cadastral survey of Federal lands including the public lands which it administers, and lands administered by other Federal agencies. Land management functions such as land transfers, energy development, easement acquisition, timber sales, rights-of-ways, occupancy and trespass resolution are wholly dependent on clearly determined boundaries and legal property descriptions which can only be established by cadastral surveys.



CADASTRAL SURVEYOR
ON THE JOB IN CALIFORNIA

The cadastral workload includes the survey and resurvey of public lands. Because of the deteriorated condition of survey monuments, many of which were established in the previous century, resurveys constitute a substantial workload. Up to 90% of the survey effort in states outside of Alaska is directed to resurvey of lands where monument evidence needed to distinguish between BLM and other lands can no longer be found. Efforts in Alaska, which is largely unsurveyed, are almost exclusively new survey work.

- A. Alaska Surveys. Fiscal Year 1977, \$8,419,000; Fiscal Year 1978, \$9,979,000; an increase of \$1,560,000.

MAJOR PROGRAM CHANGES

- | | |
|--------------------------|-----------------------------------|
| A. <u>Alaska Surveys</u> | + \$1,560,000; Total \$9,979,000 |
| | + 2 Positions; Total 82 Positions |

Proposal. The increase will provide for an additional 1,500,000 acres to be surveyed during FY 1978 and each year thereafter. This increased productivity (from 3 million to 4.5 acres per year) will shorten the current estimated time-frame for Alaska Native Claims Settlement Act (ANCSA) survey completion from 1988 to 1986. This production will be made possible through additional survey contracts at the \$1,500,000 level, and provision for two additional positions for final plat review. A supplemental of \$1,560,000, the same amount as this increase is requested for FY 1977.

Justification. Alaska survey programs are predicated primarily on legislative requirements in the Alaska Native Claims Settlement Act (ANCSA), the Alaska Statehood Act, and a commitment to complete the required surveys in a reasonable period of time.

The Cadastral Survey problem in Alaska continues to be immense. Currently over 170 million acres which need to be surveyed have been identified for land disposal to the State and to Natives; over 21,000 separate parcels are to be segregated both within and outside the large selected areas; in addition, 224 village and municipal boundaries along with the lots within the municipalities that were occupied at the time of passage of the Settlement Act need to be surveyed. The cost to complete currently identified surveys is over \$500 million.

The ANCSA states that ... "Settlement should be accomplished rapidly and with certainty in conformity with the vital economic and social needs of the Natives", and to "immediately patent" lands after selection. A reasonable target date established to meet the requirement of land patents immediately after selection is now FY 1986 in line with case processing rates in the lands and realty component of the program. But in the meantime, between the time of selection and actual patent, the lands will be conditionally conveyed (tentatively approved) to the Natives. This conditional conveyance of title over such an extended period of time is strongly protested by the Natives. Their ability to borrow, without clear title, is hampered. The ensuing uncertainty is delaying decisions concerning economic development and land use. Valid existing rights must be extinguished before patents can be given. It is expected that extensive energy minerals are involved in many areas. Uncertainties about title are contributing to delays in their development.

Cost Factors. Two permanent positions at an average cost of \$22,000, \$44,000; travel, per diem, space utilities and supplies, \$16,000; contractual services for cadastral surveys, \$1,500,000

PROGRAM DESCRIPTION

A. Alaska Surveys

Total \$9,979,000
Total 82 Positions

The initial cadastral survey program in Alaska was limited largely to establishment of the survey grid. In 1959 with the passage of the Alaska Statehood Act, this program was expanded to survey state selections and the requirements of other existing public land laws. When the requirements of the Alaska Native Claims Settlement Act (ANCSA) became known (after December 1971), the need arose to increase survey capability to reach the survey capacity required to complete surveys within a reasonable schedule and timetable. Program expansion capability has been in limited increments due to the scarcity of trained surveyors and private firms with survey capability. Private sector capability and BLM survey contract management capability now exist for the program expansion proposed for Fiscal Year 1978, and, by supplemental for Fiscal Year 1977.

The Alaska climate, terrain, and the extraordinary workload require a special management approach, unique techniques, and specialized equipment. Contract surveys are used to react to the large workload under the short time frame of the ANCSA, and to better adjust to the major fluctuations caused by the seasonal aspects of cadastral survey work in Alaska. Organizational changes and the addition of 2 permanent positions in FY 1978 for survey plat review will provide the capability needed to prepare contract specifications, monitor, supervise, and check large-scale contracts, and complete any office work necessary to finalize the surveys. When economically prudent, the latest available technology, including airborne auto-surveyor surveys, is used. Alaska survey priorities include village selections, state selections, and individual dispositions under the land laws that encumber Native Claims' selections.

Current status of State selection and ANCSA survey programs is as follows:

<u>State Selections</u>	<u>Acres</u>
Entitlement	194,500,000
Selected to date (6-1-76)	67,830,680
Area remaining to be selected	36,669,320
Area surveyed	59,712,858*
Patented	19,147,272

* Of which 32,055,129 are currently tentatively approved protraction surveys which will require monumentation before final patent:

<u>ANCSA</u>	<u>Acres</u>
Entitlement	46,000,000+
Selected to date (6-1-76)	100,500,000**
Area remaining to be selected (Section 14(h) - miscellaneous selections)	1,000,000+
Surveyed to date	1,293,000
Patented (or under interim conveyance)	419,170

** Village and regional corporations have completed selections under Sections 12, 16, and 19. Overselections cover changes that may be necessary because of determinations relating to village eligibility, stream navigability, mental health lands, etc. Section 12 provides for the primary village and regional corporation selections; Section 14(h) provides for cemetery and historic sites, primary residences and other possible Native entitlements; Section 16 provides for Tlingit - Haida settlement lands; and Section 19 relates to Native reserves created by earlier acts and executive orders.

B. Lower 48 Surveys. Fiscal Year 1977, \$7,275,000; Fiscal Year 1978, \$7,715,000; an increase of \$440,000.

MAJOR PROGRAM CHANGES

B. Lower 48 Surveys +\$440,000; total \$7,715,000
+5 positions; total 328 positions

Proposal. An increase is proposed to provide additional survey capability in support of timber management requiring surveys of 217 miles and setting 310 monuments in California, Colorado, Idaho, and Montana.

Justification.

- In Support of Timber Development (\$440,000; 5 positions)

Capacity for increased production of timber exists on public forest lands, but only through more intensive management. Plans to gradually increase the harvest from these lands from 58 million board feet annually in FY 1977 to 35 million board feet annually in 1981 require support services as part of intensive management to carry out the goal. Much of the public domain timber base lands are intermingled with private lands. Because of the many isolated tracts of timber lands, surveys and monumentation of interior section lines are required to identify and utilize the maximum acceptable volume of publicly owned timber. There is no room for dropping back from estimated property lines and leaving timber if we are to sustain a harvest of 65 million board feet in FY 1978 and an eventual harvest of 85 million board feet annually by 1981.

Cost Factors. Five permanent positions at an average cost of \$18,200, \$91,000; thirty temporary man years at an average man year cost of \$8,110, \$243,000; travel, per diem, and transportation for field work and detail assignments, \$55,000; printing and reproduction, \$5,000; space, utilities, supplies, and equipment, \$41,000; contracts for miscellaneous services, \$5,000.



*CADASTRAL SURVEY CREW MEMBER
CUTS A LINE THROUGH THICK BRUSH*

PROGRAM DESCRIPTION

B. Lower 48 Surveys

+\$440,000; Total \$7,715,000
+5 Positions; Total 328 Positions

Cadastral Survey is basic to all Federal public land ownership and to all resource management activities; it is the unique responsibility of BLM on public lands administered by the Bureau and by the Fish and Wildlife Service, National Park Service, Defense Department, Bureau of Indian Affairs, etc. It is the objective of the program to provide the cadastral surveys that are essential for land sales, exchanges and transfers, easement acquisitions, and resource product sales and leases in a timely manner.

In the Lower 48 states, the current program will continue efforts towards completing an estimated 2.2 million acres per year of original and resurveys requested by other agencies; surveying or resurveying Public Lands in support of resource management programs with the goal of providing survey support on a pipeline basis by FY 1980; and refining the formal corner search and evaluation program in forested areas with cadastral survey followup to rehabilitate existing corner evidence or reestablish lost corners. Many original surveys were completed prior to 1910 and corner evidence is deteriorating. Continued effort will also be devoted to the accelerating need for official protraction diagrams on the Outer Continental Shelf, and surveys required for other energy resource needs.

The long-term potential survey workload in the Lower 48 States necessary to support Bureau programs follows:

	<u>Estimated Miles of Survey</u>	<u>Estimated Number of Monuments</u>	<u>Estimated Man-Yrs. of Survey Effort</u>
Known Survey Needs	300,000	590,000	23,400
Potential additional survey requirements depending upon probable poor physical condition of existing survey	<u>220,000</u>	<u>430,000</u>	<u>15,600</u>
Total Estimated Potential Needs	520,000	1,020,000	39,000

Benefits of the survey program include the resolution and prevention of all forms of trespass, better public service, more efficient resource management, and prevention of further revenue losses.

D. Pay Costs

+\$30,000, Total \$30,000

To annualize the October 1976 pay raise for civilian employees, +\$30,000 is required in this activity.

E. Space

Public Law 92-313, Public Buildings Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by the General Services Administration (GSA) at approximate commercial equivalent rates. The estimated increased requirement for space and related services in GSA facilities based on rates supplied by GSA (\$6,000) is included in the program increase in this activity. Total space costs included in the Cadastral Survey activity are \$536,000.

GENERAL INFORMATION

1. Name of Institution: _____
2. Address: _____

3. Purpose of the Study: _____
4. Date of Study: _____
5. Name of the Investigator: _____

6. Description of the Study: _____
7. Method of Study: _____
8. Results of the Study: _____
9. Conclusion of the Study: _____
10. Acknowledgments: _____

11. References: _____
12. Appendix: _____
13. Bibliography: _____
14. Glossary: _____
15. Index: _____

16. Summary: _____
17. Abstract: _____
18. Introduction: _____
19. Literature Review: _____
20. Methodology: _____

21. Results and Discussion: _____
22. Conclusion and Recommendations: _____
23. Acknowledgments: _____
24. References: _____
25. Appendix: _____

6. Firefighting and Rehabilitation

Analysis of Activity

FY 1976 Amount Available	FY 1977 <u>a/</u> Amount Available	FY 1978 Estimate	Increase (+) or Decrease (-)
\$25,250,000	\$4,750,000	\$4,750,000	No Change

a/ Does not include a request of \$35,000,000 in supplemental funds to be transmitted separately.

6. Firefighting and Rehabilitation: FY 1977 \$4,750,000, FY 1978 \$4,750,000; no change from FY 1977 except for the proposed supplemental.

	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
A. <u>Firefighting</u>	\$4,150,000	-0-	No Change
B. <u>Rehabilitation</u>	600,000 \$4,750,000	-0-	No Change

6. Firefighting and Rehabilitation: Fiscal Year 1977, \$4,750,000 exclusive of the requested supplemental; Fiscal Year 1978, \$4,750,000; no change.

PROGRAM DESCRIPTION

<u>Firefighting and Rehabilitation</u>	FY 1978, \$4,750,000 No positions
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These funds are used for emergency presuppression and suppression of fires starting on or threatening the public lands, and for subsequent emergency rehabilitation work in burned areas to reduce resource and economic losses.

6. Classification and Organization

Analysis of the Data

Source	Year	Amount	Percentage
Government	1970	100.00	100.00
Private	1970	0.00	0.00
Foreign	1970	0.00	0.00

The data shows that the government is the sole source of funding for the project in 1970. This is a common pattern for many research projects, especially those that are of national interest or involve significant public health concerns.

The data also shows that the government's contribution is 100% of the total funding. This suggests that the project is entirely dependent on government support and may not have a broad base of private or foreign funding.

Source	Year	Amount	Percentage
Government	1971	100.00	100.00
Private	1971	0.00	0.00
Foreign	1971	0.00	0.00

The data shows that the government is the sole source of funding for the project in 1971. This is a common pattern for many research projects, especially those that are of national interest or involve significant public health concerns.

Summary of the Data

The data shows that the government is the sole source of funding for the project in 1970 and 1971. This is a common pattern for many research projects, especially those that are of national interest or involve significant public health concerns.

The data also shows that the government's contribution is 100% of the total funding. This suggests that the project is entirely dependent on government support and may not have a broad base of private or foreign funding.

Actual firefighting costs are directly related to the occurrence of fire and cannot be programmed with any accuracy. The number of fires, size, length of the fire season, and general severity of conditions regulate the need for firefighting funds. Supplemental appropriations are requested to cover obligation in excess of initial appropriations. Total firefighting obligations have averaged \$23,170,000 in the last five years.



*BLM SMOKEJUMPERS ARE AN IMPORTANT
PART OF THE FIRE SUPPRESSION PROGRAM*

Funds requested for rehabilitation are for damages incurred in unusually severe or extensive fires. The need for rehabilitation following fires is assessed in terms of the possibility of downstream flooding, potential for natural healing in a short time, erosion and runoff potential, and other off-site as well as on-site factors. Grassland fires often move too fast to destroy plant root systems, and natural rehabilitation occurs in a short time. If rehabilitation is deemed necessary, work is begun as soon as possible to stabilize conditions and regenerate vegetative cover.

7. Administration and Enforcement

Analysis by Activity

FY 1976 Amount Available	FY 1977 Amount Available	FY 1978 Estimate	Increase (+) or Decrease (-)
\$4,587,000	\$3,690,000	\$4,127,000	+\$437,000

7. Administration and Enforcement: FY 1977 \$3,690,000, FY 1978 \$4,127,000; an increase of \$437,000. The increase consists of:

<u>Increase (+) or Decrease (-) Amount</u>	<u>Positions</u>	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
A. <u>Administration</u>				
(1) +\$200,000	+7	\$3,529,000	169	To meet increased accounting and procurement workloads in support of resource programs.
(2) - 30,000		-30,000		Transfer in the estimates to finance contract audits by the Office of Audit and Investigations.
B. <u>Enforcement</u>				
+ 250,000	-0-	611,000	10	To train contract state and local law enforcement personnel to meet Federal standards and to contract with qualified law enforcement agencies in high demand areas.
C. <u>Pay Costs</u>				
+ 17,000	-0-	17,000	-0-	To annualize the October 1976 pay raise for civilian employees.
D. <u>Space Cost</u>				
+ 15,000	-0-	(440,000)	-0-	GSA space costs, included above.
<u>+\$437,000</u>	<u>+7</u>	<u>\$4,127,000</u>	<u>179</u>	

2. Application for Information

Application for Information

Applicant's Name	Applicant's Address	Applicant's Telephone	Applicant's E-mail
Mr. J. J. J.	1234 Main St.	555-1234	j.j.j@1234.com

I, the undersigned, hereby certify that the foregoing is a true and correct copy of the information requested by me.

Signature of Applicant: _____
 Printed Name of Applicant: J. J. J.

3. Information

The information requested by me is as follows: _____

I am enclosing herewith a check for the fee of \$_____.
 I am enclosing herewith a check for the fee of \$_____.

4. Information

The information requested by me is as follows: _____
 The information requested by me is as follows: _____
 The information requested by me is as follows: _____

5. Information

The information requested by me is as follows: _____
 The information requested by me is as follows: _____

6. Information

The information requested by me is as follows: _____
 The information requested by me is as follows: _____
 The information requested by me is as follows: _____

PROGRAM SYNOPSIS

The Administration activity, provides for the Office of the Director and administrative support to the whole program including contracting, both negotiated and advertised-for-bid, personnel action processing, payroll systems, payment documents processing, budgeting, procurement and property management. Contract procurement and accounting systems changes have been identified in FY 1978 as the most urgent problems needing attention.

A. Administration. FY 1977, \$3,329,000; FY 1978, \$3,499,000; a net increase of \$170,000.

MAJOR PROGRAM CHANGES

Administration

+\$170,000; Total \$3,326,000
+7 Positions; Total 169 Positions

Proposal. Five more contract specialists are needed to act on approximately 43 additional negotiated procurements and two additional systems accountants are needed to facilitate the changes in the accounting system resulting from the passage of the Federal Land Policy and Management Act of 1976. Also included in the net increase is a reduction of \$30,000 for transfer from the Administration activity to the Department's Office of Audit and Investigation to finance contract audits.

Justification. Increased workload in all areas of administrative support in Fiscal Years 1976 and 1977 was not accommodated in those budgets. The net result has been impaired planned productivity in other programs, particularly delays in timely award of some planned contracts.

Use of contracting technique to limit Federal employment increases and to acquire goods and services from the private sector has increased significantly in recent years. This is particularly true for negotiated contracts supporting major Environmental Impact Statements, surveying in Alaska, and energy development, both onshore and on the OCS.

	<u>FY 1974</u>	<u>FY 1975</u>	<u>FY 1976</u>	<u>Estimates</u>	
				<u>FY 1977</u>	<u>FY 1978</u>
No. of Negotiated Contracts Awarded	160	224	391	455	498

In addition to these negotiated contracts which are relatively complex, the Bureau awards 700-800 formally advertised procurements per year.

The increased positions requested are a vital element in the Bureau's ability to be responsive to policies directed toward maximizing the use of contracts. FY 1978 increases for five procurement specialists take into account FY 1976 and FY 1977 efforts to increase productivity through use of a wider variety of contracting approaches. Requirements-type contracts are being developed to make available contractors on an on-call basis to provide data in the areas of cultural resources, socio-economics, endangered species, and air quality. This approach will save time in the long run as well as reduce contract preparation efforts. Four of these contracts, with a little extra front-end time, will be used in lieu of twenty-three individual contracts.

The Federal Land Policy and Management Act (P.L. 94-579) and the Payments in Lieu of Taxes (P.L. 94-565) introduced new programs requiring a significant workload to adapt the BLM accounting system to facilitate those programs. The two positions will provide needed manpower to integrate these new programs into BLM's accounting system.

STANDARD REPORT

The attached report, prepared for the Office of the Director and dated 12/15/54, contains information regarding the activities of the various groups and individuals who are active in the field of civil liberties and human rights. This information was obtained from a confidential source who has provided reliable information in the past.

It is requested that you review this information and advise the Office of the Director of any additional information you may have regarding the activities of these groups and individuals.

STANDARD REPORT

Very truly yours,
[Signature]

The following information was obtained from a confidential source who has provided reliable information in the past. It is requested that you review this information and advise the Office of the Director of any additional information you may have regarding the activities of these groups and individuals.

The following information was obtained from a confidential source who has provided reliable information in the past. It is requested that you review this information and advise the Office of the Director of any additional information you may have regarding the activities of these groups and individuals.

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Cost Factors (increase). Seven permanent positions at an average cost of \$16,400, \$115,000; four temporary man years at an average cost of \$11,000, \$44,000; travel, \$10,000; space, utilities, supplies and materials, \$20,000; and equipment \$11,000.

PROGRAM DESCRIPTION

Administration

Total \$3,499,000
Total 169 Positions

The general objective of this activity is to provide adequate professional administrative support to all BLM programs at minimum cost. Administrative support functions consist of financial management, centralized personnel management, management analysis, procurement, contracting and property management. In FY 1978, other Bureau appropriations will continue to be charged at the rate of five percent for administrative support functions.

B. Enforcement. FY 1977 +\$361,000, FY 1978 \$611,000; an increase of \$250,000.

MAJOR PROGRAM CHANGES

Enforcement

+\$250,000; Total \$611,000
-0- Positions; Total 10 Positions

Proposal. The proposed increase is to train state and local law enforcement personnel to meet Federal standards and to provide for contracting with qualified state and local agencies in high demand areas.

Justification: The Wild Horse and Burro Act, Sikes Act, and the Wild and Scenic Act provided limited law enforcement authority to protect the BLM but did not encompass all public land laws or regulations. The Federal Land Policy and Management Act of 1976 (P.L. 94-579) provided overall authority for enforcement of laws and regulations governing the public lands.

This proposed program is directed toward the use of contracts with local and state authorities which will serve as a vital part of the BLM's enforcement program. The increase in FY 1978 will provide the Bureau with the capability to initiate a program to train contracted local and state law enforcement specialists to meet Federal standards and enforce Federal law and regulations on the public lands. Also where public lands are in high demand areas and where qualified state and local authorities exist, contracts with these authorities will be issued in FY 1978.

PROGRAM DESCRIPTION

Enforcement

Total \$611,000
Total 10 Positions

The general objective of this program is to protect the public lands including property located therein and to use contracts with local and state jurisdictions to the fullest extent possible in enforcing public land laws and regulations.

The law enforcement program, as established under limited authority of several earlier laws, has been supplemented by the passage of the Federal Land Policy and Management Act (P.L. 94-579). The new Act will provide for a more comprehensive enforcement of laws and regulations governing the public lands.

C. Pay Costs

+\$17,000; Total \$17,000

To annualize the October 1976 pay raise for civilian employees, \$17,000 is required in this activity.

D. Space

Public Law 92-313, Public Buildings Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by the General Services Administration (GSA) at approximate commercial equivalent rates. The estimated increased requirement for space and related services in GSA facilities based on rates supplied by GSA (\$15,000) is included in the program increase in this activity. Total space costs included in the General Administration activity are \$440,000.

8. COMMON PROGRAM SERVICES
(Non-Budget Activity)

Common Program Services: FY 1977, \$48,004,000; FY 1978, \$40,011,000; net decrease of \$7,993,000. This activity is a non-add item used for distributing certain categories of costs to appropriated activities on a monthly basis. The net decrease in FY 1978 will result from internal implementation of the new account, activity, and subactivity structure shown in this Budget. Functions such as automated data processing, multi-resource planning system activities and law enforcement will be charged directly to appropriated subactivities rather than allocated through charges to program services.

Program Description

A. Overview.

This common program services activity is a non-add item financed by other operating programs of the Bureau. It is an accounting/financial management system method for planning, charging, and allocating to appropriated activities certain cost items which would be administratively difficult and expensive, or not feasible to charge direct. Costs incurred in this activity are charged back at the end of each month to appropriated activities on a formula basis described in Part D below. In concept and operation this activity is patterned on standard private sector cost accounting procedures for the allocation of indirect costs to the total cost of goods and services provided. The procedures used in BLM for allocation of program services costs have been reviewed and approved in recent GAO audits.

The common program services activity does not include or augment appropriations for the "General Administration" activity which finances specific centralized administrative functions including budgeting, accounting, personnel management, management research, procurement, and property management.

All billings for cost recoverable work performed by BLM, such as Trans-Alaska pipeline inspection, and for reimbursable work performed by BLM for Federal, and non-Federal agencies include an appropriate amount for program services.

B. Program Element Table (Funding).

<u>Element</u>	<u>FY 77 Plan (\$000)</u>	<u>FY 78 Plan (\$000)</u>	<u>Increase (+) or Decrease (-)</u>
1. Executive direction	3,223	3,253	+30
2. General management staff and clerical support	8,034	4,396	-3,638
3. Multi-program coordination; intra and inter-agency	4,875	5,091	+216
4. Program evaluations	780	812	+32
5. Employee development - safety and other general purpose training	2,724	2,532	-192
6. Programming and annual work planning	1,722	1,798	+76
7. General public inquiries, reports and information	1,595	1,671	+76
8. Regular-time of permanent employees fighting fires	220	231	+11
9. Multi-purpose advisory boards	472	494	+22
10. Multi-activity components of land use planning system	1,485	-	-1,485
11. Development of environmental analysis and statement procedures	431	453	+22
12. General purpose studies and research	390	412	+22

General Remarks: The first part of the report is devoted to a general description of the project and its objectives. The second part is devoted to a description of the methods used in the study. The third part is devoted to a description of the results of the study. The fourth part is devoted to a discussion of the results and their implications. The fifth part is devoted to a conclusion and recommendations.

General Remarks

1. Introduction

The purpose of this study is to investigate the effects of the proposed changes on the system. The study is divided into two main parts: a description of the system and a description of the changes. The first part is devoted to a description of the system and its components. The second part is devoted to a description of the changes and their effects on the system. The study is organized as follows: Chapter 1: Introduction. Chapter 2: Description of the system. Chapter 3: Description of the changes. Chapter 4: Results and discussion. Chapter 5: Conclusion and recommendations.

The study is organized as follows: Chapter 1: Introduction. Chapter 2: Description of the system. Chapter 3: Description of the changes. Chapter 4: Results and discussion. Chapter 5: Conclusion and recommendations.

2. Description of the system

1	System description	1.1	System description
2	System description	1.2	System description
3	System description	1.3	System description
4	System description	1.4	System description
5	System description	1.5	System description
6	System description	1.6	System description
7	System description	1.7	System description
8	System description	1.8	System description
9	System description	1.9	System description
10	System description	1.10	System description
11	System description	1.11	System description
12	System description	1.12	System description

<u>Element</u>	<u>FY 77 Plan (\$000)</u>	<u>FY 78 Plan (\$000)</u>	<u>Increase (+) or Decrease (-)</u>
13. Review of other Agencies' environmental impact statements	112	117	+5
14. Communication systems planning and maintenance	1,395	1,133	-262
15. Law enforcement	361	-	-361
16. General cartography	966	1,009	+43
17. Maintenance of general purpose tools and equipment	425	-	-425
18. Fixed costs	11,626	12,418	+792
19. Personnel transfer costs	2,583	2,691	+108
20. Equipment-general purpose and ADP	<u>4,585</u>	<u>1,500</u>	<u>-3,085</u>
Total Program	48,004	40,011	-7,993

C. Program Element Table (Permanent and Temporary Man-Years).

<u>Element</u>	<u>FY 77 Man-Years</u>	<u>FY 78 Man-Years</u>	<u>Increase (+) or Decrease (-)</u>
1. Executive direction	125	125	-
2. General management staff and clerical support	641	537	-104
3. Multi-program coordination; intra and inter-Agency	182	192	+10
4. Program evaluations	30	32	+2
5. Employee Development - safety and other general purpose training	109	89	-20
6. Programming and annual work planning	75	78	+3
7. General public inquiries, reports and information	76	80	+4
8. Regular-time of permanent employees fighting fires	13	13	-
9. Multi-purpose advisory boards	16	17	+1
10. Multi-activity components of land use planning system	71	-	-71
11. Development of environmental analysis and statement procedures	15	16	+1
12. General purpose studies and research	10	11	+1
13. Review of other Agencies' environmental impact statements	5	5	-
14. Communication systems planning and maintenance	52	47	-5
15. Law enforcement	14	-	-14
16. General cartography	57	59	+2
17. Maintenance of general purpose tools and equipment	20	-	-20
18. Fixed costs	-	-	-
19. Personnel transfer costs	5	7	+2
20. Equipment - general purpose and ADP	<u>-</u>	<u>-</u>	<u>-</u>
Total Program	1,516	1,308	-208

D. Program Synopsis (By Element).

The following descriptions cover each program element listed above. Major decreases are explained by work element. Unless otherwise explained, increases shown on the preceeding tables are estimated additional requirements to support the expansion of other programs as proposed in the Budget, and for annualization of the October 1976 pay raise. Based on recent years' experience, additional common program services requirements to support a program increase in other activities are equivalent to five percent of the dollar increase in those activities. The 1978 estimate of increases by common program services element is based on expected continuation of this relationship.

1. Executive Direction: Includes the costs of principal line and staff supervisors whose day-to-day activities include management of programs charged to more than one budget activity. This excludes the Director, Associate Director, Assistant Director for Administration, and supervisors and staff of the Washington Office and the Denver Service Center administrative divisions who charge directly to the General Administration activity. Examples of officials whose time is charged to this element include: Washington Office Assistant Directors (except Administration), the Chief of the Washington Office Division of Legislation and Regulatory Management, the twelve State Directors, and more than 60 District Managers. Other line and staff managers whose time is entirely associated with a single budget activity or subactivity are not charged here. Examples include Chief's of Washington Office technical divisions such as Range, Cadastral Survey, Forestry, Recreation, etc., and the managers of the Bureau's Outer Continental Shelf offices. No change other than pay cost annualization is forecast in this element for FY 1978.
2. General Management Staff and Clerical Support: Includes the cost of general clerical and non-clerical management support personnel whose time is not readily chargeable to specific appropriated activities, or to General Administration or executive direction. Examples are the time of personnel assigned to the Washington Office Divisions of Legislation and Regulatory Management, and Cooperative Relations; the time of secretaries assigned to management officials whose own time is charged to executive direction, the time of chief clerks (administrative officers) in District Offices, and the time of personnel in the Bureau's Division of Data Processing who work on various non-administrative ADP applications. A significant reduction in this element will occur in FY 1978 as data processing and similar work will be charged to the new budget activity "Planning and Data Management."
3. Multi-Program Coordination: Includes costs of personnel engaged in general program coordination efforts with other BLM offices and other Federal, State, and local agencies. Does not include time of staff specialists coordinating their programs on a technical basis with others working on the same technical program (their time in this instance is charged to the benefitting activity).
4. Program Evaluations: Includes time and cost of conducting general management, program, functional, and special evaluations in accordance with BLM Evaluation Manual standards. Evaluations are conducted at all levels to study the effectiveness of systems and organizations in meeting program objectives, and to recommend improvements where appropriate.

5. Employee Development: Includes time and cost of general formal training and of safety training. Technical training is charged against the benefiting activity. An example of the type of training charged to this element is supervisory training required by the Civil Service Commission.
6. Programming and Annual Work Planning: Includes costs of preparing, monitoring, and analyzing all program and annual work plan documents at the field office level. Includes preparation and submission by field offices of program packages (increase/decrease program requests), preparation and submission of annual work plans (operating budgets), preparation of progress reports (units accomplished), and mid-year and end-of-year work program reviews, performance evaluations and reports. This is the field office component of the Bureau's program management system. Related Washington Office and Denver Service Center financial management and budgeting activities are charged to the General Administration activity.
7. Public Information and Inquiries: Includes costs of general public information and education work, and work responding to general public and Congressional inquiries. Work on responses to inquiries related to a specific program (e.g. range management) is charged directly to that activity.
8. Regular Time of Permanent Employees Fighting Fires: Regular time salaries of permanent employees fighting fires are not charged to firefighting because their salaries are fully budgeted in other activities. Regular time firefighting by permanent employees (other than General Administration personnel) is charged to program services and subsequently charged back to appropriated activities through the program services financing procedures.
9. Advisory Boards: Includes all costs of chartering, conducting, and managing Multiple-Use Advisory Board meetings including travel and per diem for board members.
10. Multi-Activity Components of Land Use Planning: Includes all costs associated with general input into the BLM land-use planning system (e.g. socio-economic components, public meetings, etc.). This element will not be charged to common program services in FY 1978, but directly to the new "Planning and Data Management" activity.
11. Development of Environmental Analysis and Statement Procedures: Includes costs of developing procedures for Environmental Analyses or Impact Statements.
12. General Studies and Research: Includes costs of planning, initiating, conducting, administering, or reviewing multi-activity study and research efforts whether contracted or prepared in-house.
13. Review of Non-BLM Environmental Impact Statements: Includes costs of reviewing EIS's prepared by other agencies and submitted to BLM for review and comments.
14. Communications Systems Planning and Maintenance: Includes costs involved in planning, installing, operating, monitoring, and maintaining the Bureau's general purpose communications network, which includes a radio network, leased dedicated land lines, satellite communications, etc. Communication costs related to fire suppression are charged against emergency fire operations. In FY 1978 all costs associated with data management or remote sensing will be charged to the new "Planning and Data Management" activity.
15. Law Enforcement: Includes costs of authorized BLM law enforcement personnel, or contracted enforcement personnel, to investigate and prosecute violations of laws, regulations, or use authorizations where penalties for criminal violation exist and the Bureau has authority to place violaters under arrest (as opposed to trespass where civil penalties are involved). In FY 1978, all costs associated with this element will be charged to the new "Administration and Enforcement" activity.

16. General Cartography: Includes costs associated with preparing and printing basic series maps and general purpose charts, graphs, etc.
17. General Purpose Equipment/Tool Maintenance: Includes cost of maintaining general purpose equipment and tools. In FY 1978 these costs will be charged directly to the benefiting activities by BLM field offices.
18. Fixed Costs: Includes rent, telecommunications, utilities, postage, janitorial services, miscellaneous office supplies, and monthly charges for general purpose copy machines. This includes GSA rental payments (standard level user charges) as a matter of administrative convenience for charging billings. See further explanation under "common program services" financing formula. GSA standard level user charges included in the total for this element are \$5,541,000 for FY 1977 and \$6,125,000 for FY 1978. Postage and Federal Telecommunications System billings are other large cost items in this element.
19. Personnel Transfer Costs: Includes all costs of travel, time in transit, transportation costs, real estate commissions, and other expenses associated with a change in duty station for Bureau employees. About 400 to 500 employees (eight percent of the total permanent work force) change duty stations each year, predominantly as the result of being selected for new positions through competitive vacancy announcement procedures. Expenses for individual moves, as provided by law and regulations, range from \$12,000 (Washington to Alaska or vice versa) down to a few hundred dollars for a transfer between districts in the same State where no sale of residence is involved.
20. Equipment: Cost of General Purpose capitalized and major non-capitalized equipment. The 1977 amount includes new ADP equipment (first year costs of a new computer). These costs will be a part of the "Planning and Data Management" activity in FY 1978. Other equipment in this element is primarily general purpose office and office furniture. Other equipment is charged directly to the benefiting activity.
- E. Financing. Common program services costs are charged to benefiting management activities and subactivities each month on a formula basis applied through the Bureau's automated cost accounting system. Cost shares are allocated to management activities only (for example to recreation management, but not recreation construction or maintenance) to simplify the accounting procedures and because the system still provides for equitable common program services cost distributions to each total program (e.g. recreation) when all support activities are excluded. The budget activities charged include all the activities in the Management of Lands and Resources appropriation except Firefighting and Rehabilitation and General Administration, the Forest management subactivity in the Oregon and California Grant Lands appropriation, all reimbursable activities, and beginning in FY 1978, the Rights-of-Way processing activity in the Service Charges, Deposits and Forfeitures appropriation.

A common private sector accounting practice is to allocate indirect costs to different products, services, etc., based on the direct labor hours charged to producing each product or service. Because the Bureau has a mixture of contract intensive and manpower intensive activities, our practice is to use a variation of the direct labor basis formula which gives equal weight to direct labor (man/months), and total program size in dollars (appropriations). The process for establishing the formula each year is as follows:

16. General Information. The above cases associated with hepatitis and cirrhosis have been reported in various parts of the world, etc.

17. General Information. The above cases associated with hepatitis and cirrhosis have been reported in various parts of the world, etc.

18. General Information. The above cases associated with hepatitis and cirrhosis have been reported in various parts of the world, etc.

19. General Information. The above cases associated with hepatitis and cirrhosis have been reported in various parts of the world, etc.

20. General Information. The above cases associated with hepatitis and cirrhosis have been reported in various parts of the world, etc.

21. General Information. The above cases associated with hepatitis and cirrhosis have been reported in various parts of the world, etc.

22. General Information. The above cases associated with hepatitis and cirrhosis have been reported in various parts of the world, etc.

- Determine total estimated program services costs for the year.
- Determine five percent of budgeted program increases in contributing activities and deduct this amount from the total estimate derived in the first step.
- Determine specific amounts budgeted for GSA space costs in contributing activities and also deduct this amount from the total estimate derived in the first step.
- Determine how to finance the net program services requirement by contributions from the regularly appropriated activities/sub-activities based upon an average percentage of:
 1. The number of direct man/months used during the prior fiscal year in a particular subactivity as compared to all direct chargeable man/months in all contributing subactivities.
 2. The appropriation for a particular subactivity as compared to all chargeable subactivities for the previous year.

The average of these two percentages is applied to the net program service requirement. The resulting dollar amount becomes that subactivities' share of the net program services requirement.

The addition of space costs budgeted in that subactivity together with 5% of any proposed budgetary change completes the total dollar program services contribution required from the particular subactivity.

This dollar amount is equivalent to a percentage of the total program services estimate. This percentage is entered in the Bureau's computer and is applied at the end of each month to actual cumulative program costs and thereby allocates these costs to the financing activities.

A specific example to illustrate the financing formula calculations for the wildlife subactivity for FY 1977 is as follows:

	<u>000's</u>
Total estimated common program services requirement	\$48,004
Less GSA space in financing activities	-5,541
Less 5% of FY 1977 program increases	<u>-1,096</u>
Net requirement	\$41,367
Percent wildlife appropriations to all contributing appropriations in prior year	2.9
Percent wildlife direct man months to all contributing program direct man months in prior year	3.9
Average of two percentages (3.4 times net requirement (\$41,367) =	\$ 1,406
Add space budgeted in wildlife	187
Add 5% of wildlife program increase	50
Other direct shifts from wildlife to program services	<u>44</u>
Total estimated financing from wildlife	\$ 1,687
Total estimated financing from wildlife (\$1,643) divided by total requirement (\$48,004) -	.03552 %

This percentage (.03552) is the factor the computer applies each month to actual program services costs for allocation to the wildlife activity.

Once established for the year, the common program services financing formula is not changed during that year except to reflect changes due to Congressional action on the initial budget or the passage of supplemental appropriations. The basis and methodology for determining the annual formula has not been changed for the past six years and will not change for Fiscal Year 1978. The following tables reflect the financing for the estimated common program services totals for Fiscal Years 1977 and 1978. Two tables are provided reflecting the existing internal budget structure for FY 1977 and the revised structure as presented in this Budget for 1978.

FY 1977 Financing

	<u>\$000's</u>
Lands and realty (Management of Lands and Resources)	\$ 7,868
Minerals - onshore (Management of Lands and Resources)	7,223
Minerals - offshore (Management of Lands and Resources)	7,650
Trans-Alaska Pipeline (Management of Lands and Resources)	669
Range Management (Management of Lands and Resources)	5,830
Forest Management (Management of Lands and Resources)	1,979
Forest Management (Oregon and California Grant Lands)	3,361
Soil and Water Conservation (Management of Lands and Resources)	3,350
Fire Protection (Management of Lands and Resources)	1,897
Recreation Management (Management of Lands and Resources)	2,190
Wildlife Management (Management of Lands and Resources)	1,687
Cadastral Surveys (Management of Lands and Resources)	3,784
Reimbursements	516
Total, FY 1977	<u>\$48,004</u>

FY 1978 Financing

	<u>\$000's</u>
Energy Minerals - onshore (Management of Lands and Resources)	\$ 5,459
Energy Minerals - offshore (Management of Lands and Resources)	5,193
Nonenergy Minerals - onshore (Management of Lands and Resources)	1,229
Lands and Realty Operations (Management of Lands and Resources)	4,268
Forest Management (Management of Lands and Resources)	1,173
Forest Management (Oregon and California Grant Lands)	2,483
Range Management (Management of Lands and Resources)	5,078
Recreation Management (Management of Lands and Resources)	1,568
Soil, Water, and Air Management (Management of Lands and Resources)	1,720
Wildlife Habitat Management (Management of Lands and Resources)	1,154
Fire Management (Management of Lands and Resources)	1,500
Planning for Multiple Use (Management of Lands and Resources)	2,242
Data Management (Management of Lands and Resources)	1,461
Cadastral Survey (Management of Lands and Resources)	2,996
Law Enforcement (Management of Lands and Resources)	44
Service Charges, Deposits, and Forfeitures	1,893
Reimbursements	550
Total, FY 1978	<u>\$40,011</u>

Justification. As a multiple use land managing agency, BLM has thousands of individual employees whose salaries and other expenses during the course of a fiscal year are chargeable to more than one subactivity, activity, and appropriation. Every employee receives a time coding handbook and is instructed to charge time and other expenses to the benefitting budget activity and/or subactivity on an hourly basis. At the same time, a significant percentage of the time of certain employees (particularly line managers at all levels, and certain staff personnel) can not be readily identified with a single budget activity or subactivity. Rather than arbitrarily allocating these costs; for example, by having each line manager charge a particular budget line item, BLM uses a modern cost accounting system patterned on private sector cost accounting principles. Through the program services activity, this system allocates time and related costs not readily identifiable with a budget line item on an equitable basis to each management activity line item at the end of each month.

The program services activity also simplifies accounting for some categories of cost other than salaries, benefits, travel, etc. For example, it would be possible to keep logs of all telephone calls, radio communications, etc., and use these records to charge related costs directly to budget activities. Administrative recordkeeping costs for such a system would be excessive, out of all proportion to the benefits derived. The common program services activity provides a simplified accounting device whereby such costs can be allocated monthly by computer to the benefitting activities without resort to expensive and elaborate accounting records.

New legislation and procedures in recent years have increased the number of BLM functions not readily allocable to activities in the Bureau's old budget structure. Some examples are the land use planning system, law enforcement functions, equal employment opportunity efforts, and some activities related to carrying out the National Environmental Policy Act. Major objectives in realigning the Bureau's budget structure for 1978 were to reflect the passage of the Public Land Policy and Management Act and to establish budget line items for some relatively new functions which can be readily identified and removed from financing through the common program services account. The new planning and data management activity and law enforcement subactivity in Management of Lands and Resources, accomplish this objective, facilitating budget review of these functions, and substantially reducing funding requirements for common program services beginning in FY 1978.

MANAGEMENT OF LANDS AND RESOURCES

For expenses necessary for protection, use, improvements, development, disposal, cadastral surveying, classification, and performance of other functions, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, [\$223,829,000) \$237,711,000. (16 U.S.C. 583, 594; 30 U.S.C. 22, 181; 43 U.S.C. 54, 129, 315; 1181 a-b, 1181d-f; Public Law 94-579, Department of the Interior and Related Agencies Appropriation Act, 1977.)

JUSTIFICATION OF CHANGES IN ACTIVITY CLASSIFICATIONS

Two changes in the activity classification for this appropriation are proposed to better identify the data management and law enforcement functions, and thus facilitate budget review. A major increase of \$2,960,000 is proposed for financing implementation of a recently completed study of data management requirements. The study has resulted in a plan for automated storage and manipulation of large volumes of existing resource inventory and related data. Although the Bureau has been in the forefront of efforts to automate administrative systems, outdated manual procedures are largely used for storing and using resource inventory data. This has become a significant problem and drain on manpower resources, particularly as the volume of data and data analysis requirements have increased substantially in support of land use planning and environmental analysis and impact statement procedures. The old "Planning for Multiple Use" activity has been replaced by the proposed "Planning and Data Management" activity under which "Planning for Multiple Use" and "Data Management" will be separate subactivities. Data management includes all data systems and is grouped with multiple-use planning because the two functions are closely related.

Section 303 of the Public Land Policy and Management Act of 1976 provides new comprehensive authority for enforcement of Federal laws and regulations on public lands. Previously, BLM has had only limited enforcement authority for specific violations of certain statutes such as the Wild Horse and Burro Act and the Sikes Act. The new authority provides for enforcement both by BLM employees and through contracts with state and local enforcement agencies. The Bureau intends to implement the needed new enforcement authority primarily through such contracts. The "General Administration" activity has been replaced by the proposed new "Administration and Enforcement" activity under which "General Administration" and "Law Enforcement" will be separate subactivities. The two functions are grouped as they are both support-type activities with relatively low budgets in comparison to other functions.

The "Surface Resource Use and Protection" activity has been retitled "Renewable Resource Development, Protection, and Management". This proposed change is made to better describe the functions in the activity, particularly to eliminate the "Surface" terminology which is inaccurate insofar as certain water and air quality work is concerned. Within the activity, the subactivity structure has been realigned to maintain range management; soil, water, and air management; and wildlife management as separate subactivities as they were in years prior to 1977. These programs are very closely related on the ground, but each involves substantial budget resources making separate subactivity identification appropriate. In the Fiscal Year 1977 budget these functions were displayed as a single subactivity under the title "Water, Forage and Habitat Management," which has now been deleted.

MANAGEMENT OF LANDS AND RESOURCES

Program and Financing (in thousands of dollars)

Identification code 14-1109-0-1-302	1976 Act.	T.Q. Act.	1977 Est.	1978 Est.
Program by activities:				
Direct program:				
1. Energy and minerals management	37,413	12,236	87,814	98,295
2. Lands and realty management	31,341	9,766	35,779	24,708
3. Renewable resource development, protection, and management	49,212	14,526	60,877	63,974
4. Planning and data management	12,334	3,637	20,133	24,133
5. Cadastral survey	14,662	6,470	15,694	17,724
6. Firefighting and rehabilitation	21,853	12,560	4,750	4,750
7. Administration and enforcement	3,503	1,180	3,690	4,127
Total direct program	<u>170,318</u>	<u>60,375</u>	<u>228,737</u>	<u>237,711</u>
Reimbursable program:				
1. Energy and minerals management	--	--	--	250
2. Lands and realty management	409	235	450	650
3. Renewable resource development, protection, and management	1,459	320	3,500	3,500
5. Cadastral survey	3,473	821	1,500	1,500
6. Firefighting and rehabilitation	1,338	157	1,550	1,600
Total reimbursable program	<u>6,679</u>	<u>1,533</u>	<u>7,000</u>	<u>7,500</u>
Total program cost funded 1/	176,997	61,908	235,737	245,211
Change in selected resources (unpaid, undelivered orders)	<u>27,992</u>	<u>35,416</u>	--	--
10.00 Total obligations	<u>204,989</u>	<u>97,324</u>	<u>235,737</u>	<u>245,211</u>
Financing				
Offsetting collections from:				
11.00 Federal funds	-5,506	-176	-5,600	-5,600
14.00 Non-Federal funds	-1,004	-1,618	-1,400	-1,900
21.00 Unobligated balance available, start of period	-49 ^{2/}	-17,033	--	--
24.00 Unobligated balance available, end of period	17,033	--	--	--
25.00 Unobligated balance lapsing	--	1,237	--	--
Budget authority	<u>215,463</u>	<u>79,734</u>	<u>228,737</u>	<u>237,711</u>
Budget authority:				
40.00 Appropriation	215,463	59,734	223,829	237,711
42.00 Transferred from other accounts 3/	--	20,000	--	--
43.00 Appropriation (adjusted)	215,463	79,734	223,829	237,711
44.20 Supplemental now requested for civilian pay raises	--	--	4,908	--
Relation of obligations to outlays:				
71.00 Obligations incurred, net	198,479	95,530	228,737	237,711
72.00 Obligated balance, start of period	27,953	43,429	85,756	88,281
74.00 Obligated balance, end of period	-43,429	-85,756	-88,281	-92,252
77.00 Adjustments in expired accounts	<u>-1,692</u>	<u>-54</u>	--	--
90.00 Outlays, excluding pay raise supplemental	181,311	53,149	221,500	233,544
91.20 Outlays from civilian pay raise supplemental	--	--	4,712	196

1/ Includes capital outlay as follows: 1976, \$1,096 thousand; T.Q., \$1,468 thousand; 1977, \$6,242; 1978, \$6,242 thousand.

2/ Unobligated balance unavailable, reflects reimbursable billings for fire-fighting shown as direct Federal obligations in prior years.

3/ Transferred from the Land and Water Conservation Fund to cover firefighting obligations in excess of available appropriations.

MANAGEMENT OF LANDS AND RESOURCES

Object Classification (in thousands of dollars)

	1976	T.Q.	1977	1978
Identification code 14-1109-0-1-302	Act.	Act.	Act.	Act.
Direct obligations:				
Personnel compensation:				
11.1 Permanent positions	60,753	15,054	68,830	69,000
11.3 Positions other than permanent	15,491	7,440	17,987	20,113
11.5 Other personnel compensation	3,804	3,507	4,720	4,883
11.8 Special personal services payments	<u>1,598</u>	<u>1,442</u>	<u>4,000</u>	<u>4,000</u>
Total personnel compensation	81,646	27,443	95,537	97,996
12.1 Personnel benefits: Civilian	11,053	3,450	12,091	13,039
21.0 Travel & Transportation of persons	7,086	2,753	8,456	9,056
22.0 Transportation of things	4,060	2,087	3,921	4,027
23.0 Rent, communications, & utilities:				
23.1 Standard level user charges	5,171	1,086	6,225	6,571
23.2 Other rent, communications, & utilities	4,777	2,669	4,957	5,413
24.0 Printing and reproduction	1,078	364	2,126	1,600
25.0 Other services	66,575	47,848	69,074	71,526
26.0 Supplies and materials	9,456	4,252	12,843	13,000
31.0 Equipment	6,323	2,511	6,934	8,528
32.0 Lands and structures	1,096	1,468	6,242	6,242
41.0 Grants, subsidies and contributions	1	1	1	1
42.0 Insurance claims & indemnities	12	6	528	910
Subtotal	198,334	95,938	228,935	237,909
95.0 Quarters & subsistence charges	<u>-198</u>	<u>--</u>	<u>-198</u>	<u>-198</u>
Total direct obligations	<u>198,136</u>	<u>95,938</u>	<u>228,737</u>	<u>237,711</u>
Reimbursable obligations:				
Personnel compensation:				
11.1 Permanent positions	1,372	468	1,468	1,556
11.3 Positions other than permanent	1,750	188	1,871	1,982
11.5 Other personnel compensation	<u>46</u>	<u>15</u>	<u>50</u>	<u>55</u>
Total personnel compensation	3,168	671	3,389	3,593
12.1 Personnel benefits: Civilian	306	66	327	347
21.0 Travel & transportation of persons	451	179	478	510
22.0 Transportation of things	190	57	201	213
23.2 Rent, communications and utilities:				
Other rent, communication, & utilities	278	4	280	290
24.0 Printing & reproduction	14	14	15	15
25.0 Other services	1,551	237	1,359	1,524
26.0 Supplies & Materials	538	116	570	604
31.0 Equipment	65	14	75	80
32.0 Lands & structures	289	28	306	324
42.0 Insurance claims & indemnities	<u>3</u>	<u>--</u>	<u>--</u>	<u>--</u>
Total reimbursable obligations	<u>6,853</u>	<u>1,386</u>	<u>7,000</u>	<u>7,500</u>
99.0 Total obligations	204,989	97,324	235,737	245,211

MANAGEMENT OF LANDS AND RESOURCES

Personnel Summary

	1976	T.Q.	1977	1978
	Act.	Act.	Est.	Est.
Direct:				
Total number of permanent positions	4,107	--	4,544	4,496
Full-time equivalent of other positions	1,838	--	1,984	2,186
Average paid employment	5,526	--	6,103	6,214
Average GS grade	9.39	--	9.33	9.33
Average GS salary	<u>\$15,138</u>	<u>--</u>	<u>\$15,747</u>	<u>\$15,982</u>
Reimbursable:				
Total number of permanent positions	165	--	165	165
Full-time equivalent of other positions	200	--	205	180
Average paid employment	283	--	286	257
Average GS grade	9.39	--	9.33	9.33
Average GS salary	<u>\$15,138</u>	<u>--</u>	<u>\$15,747</u>	<u>\$15,982</u>

STATEMENT OF INCOME AND EXPENSES

For the year ended 1957

	1957	1956	1955
Income			
Interest on government securities	1,107	1,107	1,107
Dividend income of other companies	1,107	1,107	1,107
Interest on bonds	1,107	1,107	1,107
Interest on notes	1,107	1,107	1,107
Interest on debentures	1,107	1,107	1,107
Interest on mortgages	1,107	1,107	1,107
Interest on other securities	1,107	1,107	1,107
Total income	11,107	11,107	11,107
Expenses			
Interest on government securities	1,107	1,107	1,107
Dividend income of other companies	1,107	1,107	1,107
Interest on bonds	1,107	1,107	1,107
Interest on notes	1,107	1,107	1,107
Interest on debentures	1,107	1,107	1,107
Interest on mortgages	1,107	1,107	1,107
Interest on other securities	1,107	1,107	1,107
Total expenses	11,107	11,107	11,107
Net income	0	0	0

ACQUISITION, CONSTRUCTION
AND MAINTENANCE

BUREAU OF LAND MANAGEMENT

Acquisition, Construction and Maintenance

Appropriation, 1977.....\$10,160,000
Unobligated balances of appropriations from prior years..... 1,852,000
Programmed unobligated balances of contract authority from prior years.. 6,100,000

Total available for obligation.....\$18,112,000

Decreases:

Acquisition and Construction.....\$11,041,000
Maintenance..... 7,071,000

Subtotal.....\$18,112,000

Increases:

Acquisition and Construction.....\$10,170,000
Maintenance..... 7,388,000

Budget Estimate 1978.....\$17,558,000

BUREAU OF LAND MANAGEMENT

Acquisition, Construction, and Maintenance
Analysis by Activities

	Appropriation 1976	Appropriation 1977	No. of Perm. Pos'n	1978 Budget Estimate	No. of Perm. Pos'n	Budget Estimate 1978 Compared with 1977 Appropriation	No. of Perm. Pos'n	Page Ref.
1. Acquisition and Construction								
Appropriation.....	\$ -1,562,000	\$ -10,532,000	100	\$10,170,000	107	\$ 20,702,000	a/ +7	112
Unobligated balance								
brought forward.....	31,019,000	21,573,000		--		-21,573,000		
Obligation Program.....	5,686,000	11,041,000		10,170,000		-871,000		
Unobligated balance								
carried forward.....	\$ 23,771,000	--		--		--		
2. Maintenance								
Appropriation.....	\$ 6,066,000	\$ 6,792,000	85	\$ 7,388,000	55	\$ +596,000	b/ -30	121
Unobligated balance								
brought forward.....	406,000	279,000		--		-279,000		
Obligation Program.....	6,061,000 c/	7,071,000		7,388,000		+317,000		
Unobligated balance								
carried forward.....	\$ 411,000	--		--		--		
Total Appropriation.....	\$ 4,504,000	\$ -3,740,000	185	\$17,558,000	162	\$ 21,298,000	-23	
Total unobligated balance								
brought forward.....	31,425,000	21,852,000		--		-21,852,000		
Total obligation program	11,747,000	18,112,000		17,558,000		-554,000		
Total unobligated balance								
carried forward.....	\$ 24,182,000	--		--		--		

a/ Access program positions transferred from "Management of Lands and Resources."

b/ Equipment operators, mechanics, etc. transferred to the "Working Capital fund" in 1978.

c/ Excludes reimbursable program.

1. Construction and Acquisition: Fiscal Year 1977, \$-10,532,000; Fiscal Year 1978, \$10,170,000; increase of \$20,702,000.

	<u>Increase(+) or Decrease (-)</u>	<u>Total</u>	<u>Total</u>	<u>Explanation</u>	
	<u>Amount</u>	<u>Positions</u>	<u>Program</u>	<u>Positions</u>	
A.	+820,000	-	\$ 3,735,000	22	Building Construction
B.	+647,000	-	1,100,000	6	Recreation Construction
C.	+17,975,000	-18	4,075,000	54	Road and Trail Construction
D.	+1,100,000	+25	1,100,000	25	Acquisition
E.	+160,000	-	160,000	-	Annualization of Pay Costs
	\$+20,702,000	+ 7	\$10,170,000	107	

PROGRAM SYNOPSIS

<u>Subactivity</u>	<u>FY 1977</u> <u>Estimate</u>	<u>FY 1978</u> <u>Estimate</u>	<u>Change</u>
Building Construction	\$ 2,915,000	\$ 3,735,000	\$ +820,000
Recreation Construction	453,000	1,100,000	+647,000
Road and Trail Construction	-13,900,000 <u>1/</u>	4,075,000	+17,975,000
Acquisition	--	1,100,000 <u>2/</u>	+1,100,000
Pay Costs	--	160,000	+160,000
Total	\$-10,532,000	\$10,170,000	\$+20,702,000

- 1/ The \$-13,900,000 reflects unfunded contract authority rescinded by Public Law 94-373. The new obligation program for road and trail construction in FY 1977 was \$4,075,000, the same amount as the 1978 request.
- 2/ The estimate reflects \$925,000 available in 1977 in the Public Lands Development Roads and Trails obligation program and \$175,000 transferred from Management of Lands and Resources to consolidate acquisition funding in one subactivity. On an obligation program basis, the \$1,100,000 estimate is identical with the amount available in FY 1977.

Construction is a zero based program. New projects for FY 1978 include:

Buildings

Glennallen, Alaska	\$ 425,000
Cedarville, California	340,000
Craig, Colorado	455,000
Boise, Idaho	1,750,000
Shoshone, Idaho	535,000
Survey, Design & Administration	<u>230,000</u>

Total Building Construction \$3,735,000

Recreation Projects

Yuha Way Station	955,000
Survey, Design & Administration	<u>\$ 145,000</u>

Total Recreation Construction \$1,100,000

Roads and Trails

Timber Support	\$1,110,000
Recreation Support	1,620,000
Multiple Use	<u>1,345,000</u>

Total Roads and Trails	\$4,075,000
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Acquisition

Title, appraisal, easement purchases	\$1,100,000
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<u>Pay Costs</u>	\$ 160,000
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- A. Buildings Construction: Fiscal Year 1977, \$2,915,000; Fiscal Year 1978, \$3,735,000; an increase of \$820,000.

MAJOR PROGRAM CHANGES

- A. Building Construction: +\$820,000, Total \$3,735,000
Total 22 Positions.

Proposal: The following projects are proposed for construction FY 1978:

Alaska	Glennallen Resource Area Headquarters	Water and sewage facilities	\$ 425,000
California	Surprise Resource Area Headquarters	Office and storage facilities	340,000
Colorado	Craig District	Warehouse	455,000
Idaho	Boise District	Office, shop, warehouse, fire and electronics bldgs.	1,750,000
Idaho	Shoshone District	Warehouse	535,000
All States	Survey, Design & Administration		<u>230,000</u>
Total			\$3,735,000

Justification:

Glennallen, Alaska - Water and Sewage Facilities	\$425,000
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The Glennallen Resource Area Headquarters and Fire Control Station has 10 permanent year round personnel who are joined by 7 firefighters during the summer. On occasion the fire station must accommodate 65 firefighters depending on weather conditions. Sewage is disposed of by septic tanks and leach fields in the main compound. The system is old, difficult to maintain because of permanent frost conditions, and fails to meet EPA or Alaskan health standards. At the Fire Station there are no sanitary facilities at all, requiring that wastes be carried to the inadequate septic system at the Headquarters.

Proposed construction involves an aerated lagoon with sewer lines to the Resource Area Headquarters and Fire Station. Chlorination for the existing water system will also be provided. These utilities will provide personnel at Glennallen with sanitary and water facilities at an EPA approved standard.

Cedarville, California - Resource Area Headquarters	\$340,000
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The Surprise Resource Area consists of 1.8 million acres of public lands in California and Nevada, and is part of the BLM's Susanville District. In 1974, BLM established a headquarters office for the resource area in

Cedarville to provide for closer and more effective resource management. Prior to 1974, 19% of the resource area staff's field time was spent travelling the 130 mile one-way trip from Susanville to Cedarville. Existing facilities at Cedarville include a fire station and a temporary trailer used as an office. Storage and warehouse facilities are not available to provide security for necessary tools and equipment. The space in the trailer is insufficient to accommodate projected program needs, and at best is an interim solution to the long term space requirements at Cedarville.

Funds requested will provide an office, shop, and necessary storage space for sixteen employees.

Craig, Colorado - Warehouse \$455,000

The Craig District has assumed increased responsibilities in the area of energy development, particularly with respect to coal and oil shale programs. Workloads have necessitated a staff increase from 16 permanent personnel in 1969 to 38 in 1976. To accommodate the increased staff an office building was constructed during FY 1976. At the same time the District's warehouse and yard facilities are being used beyond their designed capacity. They are located on the opposite side of town from the office building resulting in time lost traveling between them, and creating difficulties in providing adequate security.

The requested funds will provide 5,600 square feet of warehouse and storage space on the site of the existing office, completing a single consolidated complex initiated in FY 1976.

Boise, Idaho - District Office Complex \$1,750,000

BLM's District Office complex in Boise, Idaho, is no longer adequate in terms of space, location, and safety of operation. The complex once located "outside of town" is now being surrounded by a city that has grown from 34,000 in 1960 to 86,000 in 1975 (120,000 in the metropolitan area). District operations are incompatible with surrounding land uses and have been publicly criticized by city officials. Located adjacent to the complex are two hospitals, a veteran's retirement center, and a new community center as well as the city's business district. Helicopter operations to and from the complex have been terminated for safety reasons. The movement of fire suppression equipment, men, supplies and equipment such as tractor transports through the city must now be accomplished with a city escort vehicle.

Existing facilities are insufficient to house the District staff, necessitating the use of trailers and warehouses as supplemental office space. The staff includes 41 permanent positions and as many as 132 temporary employees during the summer.

Construction of a new complex at a 17 acre site adjacent to BLM's Boise Inter-agency Fire Center at the Boise airport would allow for adequate office and storage space, efficient fire operations, and provide for much better land utilization. The land on which the existing complex stands could be utilized in a manner more consistent with its urban location.

Required construction includes an office building, shop, warehouse facilities, a fire operation building, and an electronics building.

Shoshone, Idaho - Warehouse \$535,000

During FY 1975, an office building was constructed for the Shoshone District Headquarters on a site just outside of town. Warehouse and storage facilities remain at the old District office site on the other side of town. These facilities were originally constructed for the C.C.C. more than 30 years ago and are inadequate for BLM needs. Funds requested for FY 1977 will complete the

complex necessary for administration of the public land in the District. The proposal includes vehicle storage, shop and warehouse facilities totalling 15,000 square feet.

Survey, Design & Administration

\$230,000

To provide capability for survey, design and analysis of program needs subsequent to the budget year; also provides administration of ongoing construction contracts.

PROGRAM DESCRIPTION

A. Building Construction

FY 1978 Total \$3,735,000

Total 22 Positions

The necessary buildings and appurtenant facilities, such as office buildings, warehouses, equipment storage buildings, fire stations and lookouts, district storage yards, parking areas, and housing in isolated areas, are constructed to carry out Bureau programs.

- B. Recreation Construction: Fiscal Year 1977, \$453,000; Fiscal Year 1978, \$1,100,000; an increase of \$647,000.

MAJOR PROGRAM CHANGES

B. Recreation Construction:

+\$647,000; Total \$1,100,000

Total 6 Positions

Proposal: Construct the Yuha Way Station in the California Desert at a cost of \$995,000 and perform necessary survey and design for future recreation construction projects.

FY 1978 Recreation Construction Program

California
All States

Yuha Way Station \$ 955,000
Survey, Design & Administration 145,000

\$1,100,000

The Yuha Way Station will be the center of the BLM's visitor management program for the Yuha Desert. Visitors will receive information which will assist them in finding the proper place for the particular recreation interest they are seeking, and will provide hints about how to conduct themselves in the fragile desert environment, both for their own safety and for desert protection.

The Yuha Way Station site is located 26 miles west of El Centro, California on Interstate 8. The project consists of 7,000 square feet of floor space which will provide interpretive material, hazard information, displays such as maps, and regulations for the use of visitors, and administrative space for the BLM resource management personnel. Also provided will be off-road parking, drinking water, trash receptacles, and sanitary facilities including a trailer waste disposal station. Attached to the Way Station will be 15 BLM desert rangers who will provide visitors with information and assistance.

Justification: The California Desert is a unique management situation. It is the only desert in the world located adjacent to a large population with the affluence, mobility, leisure time and desire to make use of its vast array of desirable characteristics. Use of the desert by recreationists is often made

without appreciation of its dangers or of the fragile character of its environment. The Yuha Way Station is one of eight proposed for the management of the California Desert. The first, at Barstow was completed in 1975.

The Yuha Desert received approximately 286,000 visitor days of use in FY 1974. It contains unique resources such as Fossil Canyon, Painted Gorge, and the Oyster Beds which have already received considerable irreparable damage. Seventy percent of the area's use is noncompetitive ORV (off-road vehicle) oriented, a type of activity prone to damage the desert environment if not controlled and managed properly.

PROGRAM DESCRIPTION

B. Recreation Construction

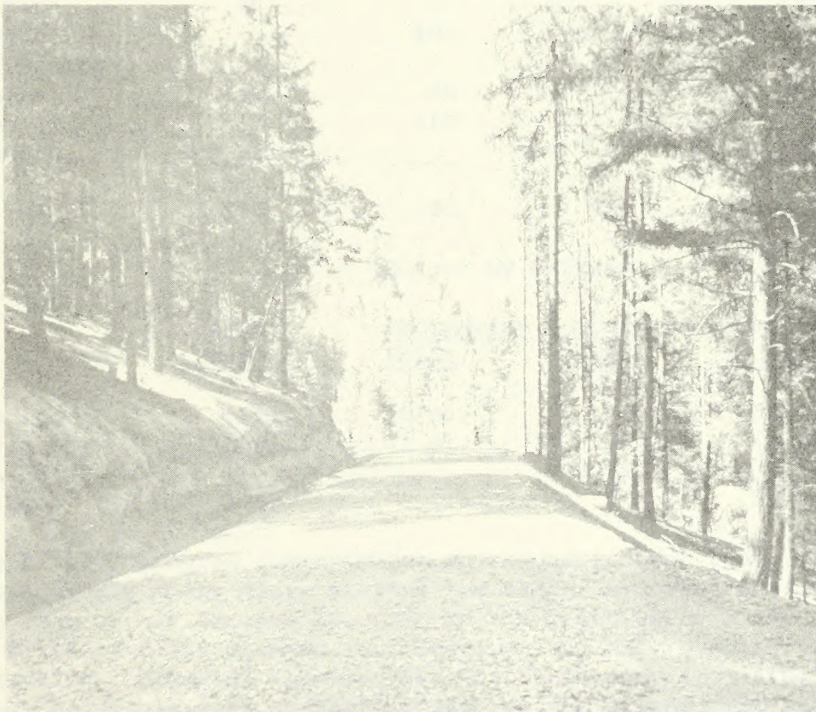
Total \$1,100,000

Total 6 Positions

Recreation facilities for family camping, picnicking, and other outdoor recreational activities are constructed on public land sites receiving heavy public use. These facilities provide safe camping and picnicking units, potable water, sanitary facilities, and other improvements to assure public health and safety as well as to prevent stream pollution and fire damage to resources.

C. Road and Trail Construction: (The obligation program level for FY 1977 is \$6,100,000 including \$1,100,000 originally programmed for obligation prior to FY 1977. and \$925,000 for acquisition of easements, a function to be transferred to the Acquisition subactivity in Fiscal Year 1978.

Fiscal Year 1977, -\$13,900,000; Fiscal Year 1978, \$4,075,000; an increase of \$17,975,000.



ROADS PROVIDE ACCESS TO PUBLIC LANDS

1/ Unobligated and unfunded contracted authority rescinded in FY 1977.

MAJOR PROGRAM CHANGES

- C. Road and Trail Construction: +\$17,975,000, Total \$4,075,000;
-18 positions 1/; total 54 positions.

FY 1978 Road and Trail Construction Program

	(\$000's)
Roads and Support of Timber Program	\$1,110
Roads and Trails in Support of Recreation	1,620
Multiple Use Roads	<u>1,345</u>
Total Road and Trail Construction	\$4,075

Proposal: Provide safe access to the public lands by constructing roads, trails, and bridges. The FY 1978 road and trail construction program is at the same level as FY 1977 exclusive of carryover planned obligations and access functions. The program is summarized below.

FY 1978 Road and Trail Construction Program (000's of Dollars)

	<u>Timber Support</u>	<u>Recreation Roads</u>	<u>Support Trails</u>	<u>General Support</u>	<u>Total</u>
Alaska					
Arizona		270		55	325
California	510		320		830
Colorado	40	140		130	310
Idaho	380			30	410
Montana	20			195	215
Nevada		400		30	430
New Mexico				30	30
Oregon	140	80		425	645
Utah		410		70	480
Wyoming	<u>20</u>	<u> </u>	<u> </u>	<u>380</u>	<u>400</u>
	1,110	1,300	320	1,345	4,075

(Output by Units)

	<u>Timber Support</u>	<u>Recreation Roads</u>	<u>Support Trails</u>	<u>General Support</u>	<u>Total</u>
Grading	9 mi.	16 mi.		51 mi.	76 mi.
Surfacing	10 mi.	11 mi.		3 mi.	24 mi.
Trails			25 mi.		25 mi.
Bridges	1 ea.			17 ea.	18 ea.

The FY 1978 program concentrates on reconstructing roads along the paths of existing roads where heavy traffic has either exceeded the capacity of the existing road or has damaged the road to the point where a new one is needed. Of the 76 miles of roads planned for construction, only 4 miles are of totally new construction. BLM road construction standards vary from single-lane graded dirt roads to double-lane surfaced roads leading to and from heavy use areas.

1/ Positions shifted to "Acquisition" reflecting establishment of that subactivity.

In prior years road and trail construction has emphasized support of BLM's timber management program at the expense of other road requirements. With the overall growth of BLM's responsibilities in the multiple use management of the public lands, a more equitable balance among the three road program components is planned in FY 1978.

Justification: An adequate road and trail system is prerequisite to optimal resource management; but, of the 44,000 miles of existing roads, 32,000 are still classified as primitive, and approximately 30,000 are in need of upgrading. Most of the roads do not meet safety standards, and many can only be used seasonally. About 6,700 miles of additional road construction and 14,000 additional miles of trail have been identified as necessary to serve the long term management needs on the public lands. In addition, many wooden bridges constructed during the 1930s have rotted and must be replaced

Roads in Support of Timber Program

\$1,110,000

Over the long term, timber from the public lands will provide much of the material to satisfy the anticipated growth in the nation's need for wood products, and help prevent future timber shortages as housing starts continue to rise. Timber related roads built with appropriated funds generally provide access to larger areas where more than one sale may be held, and where overall resource values contribute to the roads' benefits. In order to sustain the flow of future timber supplies, new stands of timber must be made available by developing a road net from which harvest operations can be conducted.

Roads and Trails in Support of Recreation Programs

\$1,620,000

Under this component of the road and trail construction program, roads are built to accommodate the increasing use of the public lands for recreation purposes. In terms of sheer numbers of vehicles, the greatest traffic on BLM roads comes from people utilizing the public lands as a place for leisure activity (an estimated 79 million visits in 1975). It is this traffic that places the greatest burden on the existing road system which was not originally designed to accommodate present use levels or passenger type vehicles. The primitive character of most BLM roads can be hazardous to motorists who are accustomed to the highly developed roads in urban areas. Because of the limited area to which the existing road system provides access, many areas are overcrowded with recreationists. New roads are needed to channel users away from saturated areas to other areas that can still accommodate increased recreation use.

Included in the FY 1978 request is construction of an additional 25 miles of the Pacific Crest Trail in California in conjunction with State and U.S. Forest Service development; and public road and trail recreation access in Arizona, Colorado, Nevada, Oregon, and Utah.

General Support Roads

\$1,345,000

This category of the program includes road construction for fire protection and for the discharge of other multiple resource management responsibilities. The FY 1978 program includes construction of several small road segments in Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming; and reconstruction of hazardous bridges in Idaho, Montana, and Wyoming.

PROGRAM DESCRIPTION

C. Road and Trail Construction

Total \$4,075,000

Total 54 Positions

Roads, trails and bridges necessary for access to over 400 million acres of public lands are constructed within this subactivity.

MAJOR PROGRAM CHANGES

D. Acquisition

+\$1,100,000; Total \$1,100,000

+25 Positions; Total 25 Positions

Proposal: Under this program, the Bureau acquires legal access to the public lands by easement acquisition and purchase of private inholdings or lands adjacent to public lands when such acquisition will clearly promote efficient resource management. Easements to be purchased will support the recreation, timber and general resource management program. Unit outputs for each of these programs are: Recreation, 11 easements; Timber, 126 easements; and General Support, 90 easements. No purchase of inholdings or of lands adjacent to public lands are planned for FY 1978.

Justification: Before any of the public lands can be utilized by the public or managed by BLM, physical and legal access must exist. Private land holdings block access to much of the public lands.



*ROAD EASEMENTS MUST BE ACCURATELY
SURVEYED BEFORE PURCHASE*

PROGRAM DESCRIPTION

D. Acquisition

Total \$1,100,000
Total 25 Positions

Road and trail easements across private lands are acquired to provide access to the public lands to facilitate resource management.

E. Pay Costs:

Total \$160,000

The requested increase of \$160,000 is the amount required to annualize the October 1976 pay raise for civilian employees in this activity.

2. Maintenance: Fiscal Year 1977, \$6,792,000; Fiscal Year 1978, \$7,388,000; increase of \$596,000. The increase consists of:

	<u>Increase(+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
A.	\$+400,000	-1 <u>1/</u>	\$2,011,000	16	Building Maintenance: To upgrade maintenance of facilities in Alaska and at designated locations in the Lower 48 States.
B.	+100,000	- 5 <u>1/</u>	3,064,000	16	Recreation Maintenance: For replacement of 12 pit toilets with vault toilets.
C.	--	-24 <u>1/</u>	2,217,000	23	Road Maintenance: no change.
D.	<u>+ 96,000</u>	<u>--</u>	<u>96,000</u>	<u>--</u>	Pay Costs.
	\$+596,000	-30	\$7,388,000	55	

PROGRAM SYNOPSIS

<u>Subactivity</u>	<u>FY 1977</u> <u>Estimate</u>	<u>FY 1978</u> <u>Estimate</u>	<u>Change</u>
Building Maintenance	\$1,611,000	\$2,011,000	\$+400,000
Recreation Maintenance	2,964,000	3,064,000	+100,000
Road Maintenance	2,217,000	2,217,000	
Pay Costs		<u>96,000</u>	<u>96,000</u>
Total	\$6,792,000	\$7,388,000	\$+596,000

Under the maintenance activity, office buildings and other buildings, roads and trails, and developed and undeveloped recreation sites are maintained so that they retain their value for efficient program performance and for the benefit and safety of the using public. Program increases in FY 1978 will correct deficiencies at field locations in Alaska and at designated locations in the Lower 48 States with emphasis on safety, health, pollution problems, and energy conservation.

- A. Building Maintenance: Fiscal Year 1977, \$1,611,000; Fiscal Year 1978, \$2,011,000; increase of \$400,000.

MAJOR PROGRAM CHANGES

- A. Building Maintenance: \$+400,000, total \$2,011,000; total 16 positions.

Proposal: The increased funds requested will enable BLM to upgrade its building maintenance effort with respect to the safety of its facilities, energy conservation, and preservation of facilities value. The bulk of the increase will be utilized in Alaska and is categorized below.

	<u>Increase for FY 78</u>
Safety and Health	\$ 90,000
Energy Conservation	110,000
Pollution Control	65,000
Buildings and Grounds	<u>135,000</u>
Total Increase	\$400,000

1/ Positions transferred to the "Working Capital Fund."

Safety and Health items will correct OSHA violations, electrical hazards, and instances of unsafe drinking water identified by safety inspections and routine maintenance surveys. Safety and Health items include sanitation devices at 8 field locations in Alaska where drinking water comes from wells, and the replacement of 45 year old wiring at BLM's Zortman, Montana Field Station.

Energy Conservation items include insulation and other measures taken to reduce fuel consumption for heating and air conditioning. Such measures will be taken at 16 locations Bureau-wide. Eleven locations will be in Alaska.

Maintenance and replacement of sanitary facilities fall under the Pollution Control category. Included for FY 1977 are the replacement of 6 pit toilets with vault toilets, and corrective maintenance of sanitary systems at 4 fire stations in Alaska.

The requested increase for Buildings and Grounds will provide corrective maintenance which will preserve the value and extend the life of BLM's physical plant. In FY 1978, Buildings and Grounds maintenance will be upgraded on 50,000 square feet of buildings in Alaska, 39,740 square feet of yard area in Montana, and a deteriorating warehouse in Wyoming will be repaired.

Justification: Alaska represents a particular maintenance problem for the Bureau. BLM installations are scattered throughout the State for management of the nearly 300 million acres of public lands which account for 82% of the State's area. Sixty-five buildings at 10 locations are in use year long. An additional 51 buildings at 11 locations are used during the summer as fire bases, or as headquarters for cadastral survey and resource management personnel. Since many of the facilities are located in the outlying areas, transportation, travel, and material costs are greater than those in the Lower 48 States. Buildings used on a seasonal basis must be winterized in the fall and reopened in the spring at a cost Statewide of over \$50,000.

Because of the growth in BLM's responsibilities for management in Alaska, personnel have been added resulting in overloading of existing facilities. Workload has increased nearly 50% since 1972 necessitating additional support facilities which have been added at Glennallen, Bethel, Kotzebue, and Fairbanks.

The proposed increase for FY 1978 will alleviate some of the special maintenance problems in Alaska. Funds for the Lower 48 will be used to correct problems in Wyoming and Montana.

Cost Factors: Four temporary man years at an average cost of \$8,400, \$33,600; travel, per diem, transportation, supplies and contractual services, \$366,400.

PROGRAM DESCRIPTION

A. Building Maintenance:

Total \$2,011,000
Total 16 Positions

BLM maintains approximately 550 buildings containing 975,000 square feet. Included are office buildings, warehouses, shops, storage buildings, fire stations and lookouts, and other related facilities. Also maintained are 450 acres of parking, storage, and assembly areas. Most of the work is accomplished by private contractors. The objective of the Building Maintenance program is to protect the investment in the Bureau's operating facilities, to provide safe efficient working conditions for BLM employees, and to ensure the safety of the visiting public.

B. Recreation Maintenance: Fiscal Year 1977, \$2,964,000; Fiscal Year 1978, \$3,064,000; increase of \$100,000.

MAJOR PROGRAM CHANGES

B. Recreation Maintenance: \$+100,000; Total \$3,064,000
No change; Total 16 Positions

Proposal: Replace 12 pit toilets with vault-type toilets.

Justification: Under Executive Order 11572, BLM is required to replace pit toilets with sealed vault toilets to prevent sewage from contaminating ground water around its campsites. There are 35 pit toilets in Alaska, Oregon and Wyoming at heavily used campgrounds that need to be converted. Other pit toilets receiving comparatively light use are scheduled for conversion in future years. Increased funds will enable BLM to complete the conversions required by Executive Order 11572 at an accelerated rate and reduce pollution resulting from heavily used, substandard pit toilets by 1980.

Cost Factors: Contractual services \$100,000.



*TRASH COLLECTION ALONG SCENIC
WATERWAYS IS A CONTINUOUS JOB*

B. Recreation Maintenance: Total \$3,064,000
Total 16 Positions

BLM maintains more than 4,000 family units consisting of picnic tables, sanitary facilities, camping areas, fireplaces and, at many locations, a water supply. Maintenance involves the collection of trash, replacement of worn out

facilities and the installation of chlorination devices where well water is found to be unsafe. The objective is to protect BLM's investment in its recreation facilities, provide for the health and safety of facility users, and to prevent resource degradation.

Clean up is provided on the 450 million acres of public lands where there are no developed recreation facilities. Trash is collected at sites where high visitor use has occurred, along road sites and waterways, and at unauthorized dump areas. The objectives of the program are to insure that the scenic attractiveness of the public lands is preserved, and that accumulated trash, garbage, broken bottles, and other items left behind by careless visitors do not present a health or safety hazard to others.

MAJOR PROGRAM CHANGES

C. Road and Trail Maintenance: No change.



*WELL MAINTAINED ROADS REDUCE OVERALL
MAINTENANCE COSTS AND PREVENT EROSION*

PROGRAM DESCRIPTION

C. Road and Trail Maintenance:

Total \$2,217,000

Total 23 Positions

This subactivity provides for preventive and corrective maintenance on the public lands access roads under Bureau jurisdiction. Approximately 1,200 miles of corrective and 6,510 miles of preventive maintenance will be performed in FY 1978.

D. Pay Costs:

+\$96,000, Total \$96,000

The requested increase of \$96,000 is the amount required to annualize the October 1976 pay raise for civilian employees in this activity.



THE PACIFIC CREST TRAIL IS WELL MAINTAINED

For [acquisition,] *acquisition of lands and interests therein, and construction and maintenance of buildings, recreation facilities, roads, trails, and appurtenance facilities* [and other improvements, and maintenance of access roads, \$10,160,000] *\$17,558,000*, to remain available until [expended.] expended, and

[PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS (LIQUIDATION OF CONTRACT AUTHORITY)]

[For] *for* liquidation of obligations incurred pursuant to authority contained in title 23, United States Code, section 203, [\$5,000,000] *\$1,924,000*, to remain available until expended [: *Provided*, That \$13,900,000 of unobligated balances of contract authority provided by the Federal-Aid Highway Act of 1973 (P.L. 93-87) and proposed to be unobligated as of September 30, 1977, is hereby rescinded effective October 1, 1976] [*Department of the Interior and Related Agencies Appropriation Act, 1977.*)] (*Public Law 94-579: Department of the Interior and Related Agencies Appropriation Act, 1977.*)

JUSTIFICATION OF CHANGES IN APPROPRIATION LANGUAGE AND ACTIVITY CLASSIFICATIONS

The Federal Land Policy and Management Act of 1976 has provided BLM with new road construction authority (Section 502) as well as more comprehensive easement acquisition, fee title acquisition, and exchange authorities (Sections 205 and 206). In line with these new authorities, the Budget proposes merging the public domain road and trail construction program, previously funded under "Public Lands Development Roads and Trails" (authorized by the Federal-Aid Highway Act) with other construction and maintenance functions in the retitled "Acquisition, Construction and Maintenance" appropriation. The new appropriation retains the previous "Construction" and "Maintenance" activities. Road and trail construction and acquisition will be separate subactivities under the Construction activity.

The proposed appropriation language more accurately describes the acquisition function. It provides budget authority of \$17,558,000 equal to planned new obligations in Fiscal Year 1978, and \$1,924,000 to liquidate prior year unfunded obligations under "Public Lands Development Roads and Trails". With the proposed account merger, no further appropriations for liquidation of Federal-Aid Highway Act contract authority will be needed after Fiscal Year 1978.

Most BLM road and trail construction projects are relatively small and are completed within a fiscal year. Using budget authority rather than contract authority to finance this construction will eliminate the situation encountered in some years when contract awards had to be delayed because liquidating appropriations would not be available until the next year. The account merger also simplifies the Bureau's budget structure without reducing the program information provided in the Budget.

Acquisition, Construction, and Maintenance
Program and Financing (in thousands of dollars)

Identification Code 14-1110-0-1-302	Costs to this Appropriation					Analysis of 1978 Financing				
	Tot. Est.	To June 30, 1975	1976 Actual	T.Q. Actual	1977 Est.	1978 Est.	Deduct Selected Resources and Unobligated Balance, Start of Period	Add Selected Resources and Unobligated Balance, End of Period	Appropriation Required, 1978	Appropriation Required to Complete
Program by activities:										
Direct program:										
1. Acquisition & Construction	80,897	23,634	6,414	1,980	11,041	12,094	3,080	1,164	10,170	27,658
2. Maintenance	22,559	--	5,771	2,329	7,071	7,398	1,092	1,092	7,388	--
Total direct program	103,456	23,634	12,185	4,309	18,112	19,492	4,180	2,256	17,558	27,658
Reimbursable program:										
1. Acquisition & Construction	80	--	80	--	--	--	--	--	--	--
2. Maintenance	537	--	507	30	--	--	--	--	--	--
Total reimbursable program	617	--	587	30	--	--	--	--	--	--
Total program costs, funded	104,073	23,634	12,772	4,339	18,112	19,492	4,180	2,256	17,558	27,658
Change in selected resources (undelivered orders)	--	--	-438	-369	--	-1,924	--	--	--	--
Total obligations	--	--	12,334	3,970	18,112	17,558	--	--	--	--
Financing										
11.00 Offsetting collections: from Federal funds	--	--	-587	-32	--	--	--	--	--	--
Unobligated balance available, start of period:	--	--	-1,425	-2,365	-1,852	--	--	--	--	--
21.40 Appropriation	--	--	-30,000	-21,817	-20,000	--	--	--	--	--
21.49 Contract authority	--	--	--	--	--	--	--	--	--	--
Unobligated balance available, end of period:	--	--	2,365	1,852	--	--	--	--	--	--
24.40 Appropriation	--	--	21,817	20,000	--	--	--	--	--	--
24.49 Contract authority	--	--	--	667	--	--	--	--	--	--
Unobligated balance lapsing	--	--	--	--	--	--	--	--	--	--
Budget authority	--	--	4,504	2,275	-3,740	17,558	--	--	--	--
Budget authority										
40.00 Appropriation	--	--	7,687	3,396	15,160	19,482	--	--	--	--
40.49 Appropriation to liquidate contract authority	--	--	-3,183	-1,121	-5,000	-1,924	--	--	--	--
43.00 Appropriation (adjusted)	--	--	4,504	2,275	10,160	17,558	--	--	--	--
49.11 Contract authority rescinded (90 Stat. 1043)	--	--	--	--	-13,900	--	--	--	--	--
Budget authority is distributed as follows:										
Construction and Maintenance	--	--	9,404	2,275	10,160	--	--	--	--	--
Public Lands Development Roads & Trails	--	--	-4,900	--	-13,900	--	--	--	--	--
Acquisition Construction & Maintenance	--	--	--	--	--	17,558	--	--	--	--

Acquisition, Construction, and Maintenance

		1976 Act.	T.Q. Act.	1977 Est.	1978 Est.
	Relation of obligations to outlays				
71.00	Obligations incurred, net Obligated balance, start of period:	11,747	3,938	18,112	17,558
72.40	Appropriation	3,597	2,788	2,779	4,891
72.49	Contract authority	695	795	824	1,924
	Obligated balance, end of period:				
74.40	Appropriation	-2,788	-2,779	-4,891	-6,626
74.49	Contract authority	<u>-795</u>	<u>-824</u>	<u>-1,924</u>	<u>--</u>
90.00	Outlays	12,456	3,918	14,900	17,747

Outlays are distributed as
follows:

Construction & Maintenance	8,128	2,911	9,900	--
Public Lands Development				
Roads and Trails	4,327	1,007	5,000	--
Acquisition, Construction, and Maintenance	--	--	--	17,747

Status of Unfunded Contract Authority (in thousands of dollars)

Unfunded balance, start of period	30,695	22,612	20,824	1,924
Unfunded balance rescinded (90 Stat. 287,1043)	-4,900	--	-13,900	--
Unfunded balance lapsing	--	-667	--	--
Appropriation to liquidate contract authority	<u>-3,183</u>	<u>-1,121</u>	<u>-5,000</u>	<u>-1,924</u>
Unfunded balance, end of period	22,612	20,824	1,924	--

Acquisition, Construction, and Maintenance
Object Classification (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-1110-0-1-302	Act.	Act.	Est.	Est.
Direct obligations:				
Personnel compensation:				
11.1 Permanent positions	2,828	732	3,325	2,500
11.3 Positions other than permanent	1,703	559	1,746	1,816
11.5 Other personnel compensation	<u>101</u>	<u>45</u>	<u>110</u>	<u>10</u>
Total personnel compensation	4,632	1,336	5,181	4,326
12.1 Personnel benefits: Civilian	458	129	515	430
21.0 Travel & transportation of persons	309	112	415	427
22.0 Transportation of things	468	172	776	786
23.2 Rent, communications & utilities:				
Other rent, communications, & utilities	74	16	143	143
24.0 Printing & reproduction	5	5	52	52
25.0 Other services	1,382	615	2,117	3,130
26.0 Supplies & materials	778	319	2,023	2,023
31.0 Equipment	283	130	907	937
32.0 Lands & structures	3,352	1,108	5,983	5,304
42.0 Insurance claims & indemnities	<u>1</u>	<u>--</u>	<u>--</u>	<u>--</u>
Total direct obligations	<u>11,742</u>	<u>3,942</u>	<u>18,112</u>	<u>17,558</u>
Reimbursable obligations:				
Personnel compensation:				
11.3 Positions other than permanent	438	--	--	--
11.5 Other personnel compensation	<u>2</u>	<u>30</u>	<u>--</u>	<u>--</u>
Total personnel compensation	440	30	--	--
12.1 Personnel benefits: Civilian	26	2	--	--
21.0 Travel & transportation of persons	4	--	--	--
22.0 Transportation of things	42	-1	--	--
23.2 Rent, communications, & utilities:				
Other rent, communications, & utilities	12	--	--	--
25.0 Other services	9	2	--	--
26.0 Supplies & materials	53	-5	--	--
31.0 Equipment	<u>6</u>	<u>--</u>	<u>--</u>	<u>--</u>
Total reimbursable obligations	<u>592</u>	<u>28</u>	<u>--</u>	<u>--</u>
99.0 Total obligations	12,334	3,970	18,112	17,558

Personnel Summary

Direct

Total number of permanent positions	179	--	185	162
Full-time equivalent of other positions	153	--	155	187
Average paid employment	306	--	305	340
Average GS grade	9.39	--	9.33	9.33
Average GS salary	<u>\$15,138</u>	<u>--</u>	<u>\$15,747</u>	<u>\$15,982</u>

Reimbursable:

Full-time equivalent of other positions	52	--	--	--
Average paid employment	52	--	--	--

PAYMENTS IN LIEU
OF TAXES

BUREAU OF LAND MANAGEMENT

Payments in Lieu of Taxes

Appropriation, 1977.....^{1/}
-0-

SUMMARY OF INCREASES AND DECREASES, 1977

<u>Federal Land in Lieu of Tax Payments</u>	<u>Base for 1978</u>	<u>Increase 1978</u>
Payments to Local Governments	--	+\$100,000,000

^{1/} A supplemental of \$100,000,000 for FY 1977 is contained in the FY 1978 President's Budget and is to be transmitted separately.

PAYMENT IN LIEU OF TAXES

Analysis by Activity
(Direct Appropriations)

FY 1976 Amount Available	FY 1977 Amount Available	FY 1978 Estimate	Increase (+) or Decrease (-) 1978 Compared with 1977	Page Reference
Payments to local governments	--	a/ \$100,000,000	+\$100,000,000	132

a/ A supplemental of \$100,000,000 is requested for fiscal year 1977.

Payments in Lieu of Taxes: FY 1977, \$-0-; FY 1978, \$100,000,000; an increase of \$100,000,000.

<u>Increase(+) or Decrease(-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
+\$100,000,000	-0-	\$100,000,000	-0-	To provide for payments to local jurisdictions for Federal lands under provision of P.L. 94-565

Proposal: The requested increase will be used to make payments to local jurisdictions for Federal lands under provisions of P.L. 94-565.

Justification and Program Description: On October 20, 1976, the President signed into law P.L. 94-565 which provides that payments may be made to local governments (counties or similar governmental units) for BLM, Forest Service, Park Service, and certain other agency administered Federal lands. Under section 2 of the Act, the formula provides a payment of either 75¢ per acre reduced under certain circumstances by existing receipt payments (such as BLM Mineral Sales and Leasing Act payments and Forest Service timber sale payments), or 10¢ per acre with no reduction for receipts, with both alternatives limited by a ceiling based on population.

Additional payments may be made, not limited by population ceilings, under section 3 of the Act for land acquired for the Redwoods National Park or for additions to the National Park System and National Forest Wilderness areas after December 31, 1970. These payments are equal to one percent of fair market value per year for five years with annual payments not to exceed the amount of real property taxes levied during the last year the land was in private ownership.

The request is necessarily an estimate because reports from states on distribution of the Federal receipt payments to approximately 1,700 local governments are not yet available. Additionally, acreages must be verified and market value versus taxes levied compared on section 3 entitlement lands. If the requested exceeds actual required payments, surplus funds will lapse; if additional funding is needed, a supplemental will be requested. It is expected that \$100,000,000 will prove to be a reasonably accurate estimate.

Under the proposed language for this fund, \$200,000 will be available for BLM administrative costs in determining and making payments, plus Forest Service and National Park Service administrative requirements to determine section 3 payments. This amount represents minimum estimated needs for temporary manpower and an automated system for computing payments. The work includes: verification of entitlement acreages; inputting those acreages and latest available population data from Bureau of the Census; determining fair market value of section 3 lands, which in some cases were acquired by donation; determining from county or other records the amount of real property taxes levied in the last year prior to Federal ownership of section 3 lands; and comparing one percent of fair market value with taxes levied to determine section 3 payment entitlements.

PAYMENTS IN LIEU OF TAXES

For expenses necessary to implement the Act of October 20, 1976, (Public Law 94-565) \$100,000,000 of which not to exceed \$200,000 shall be available for administrative expenses.

JUSTIFICATION OF NEW APPROPRIATION LANGUAGE

Public Law 94-565, approved October 20, 1976, provides for a new program of payments to counties and similar units of local government for BLM and other agency entitlement lands. The Act authorizes appropriations for this purpose. The proposed language for this new appropriation is based on a rounded estimate of payment requirements. The language also limits the amount which is available for computing and making the payments.

Payments in Lieu of Taxes

Program and Financing (in thousands of dollars)		1976	T.Q.	1977	1978
Identification Code	14-1114-0-1-852	Actual	Actual	Estimate	Estimate
Program by Activities:					
10.00	Payments to local governments (costs-obligations).....	-	-	-	100,000
Financing:					
40.00	Budget Authority (appropriation)...	-	-	-	100,000
Relation of Obligations to Outlays:					
71.00	Obligations incurred, net.....	-	-	-	100,000
90.00	Outlays.....	-	-	-	100,000

Object Classification (in thousands of dollars)

BUREAU OF LAND MANAGEMENT

Personnel Compensation:					
11.3	Positions other than permanent....	-	-	-	64
11.5	Other personnel compensation.....	-	-	-	3
	Total personnel compensation..	-	-	-	67
12.1	Personnel benefits: civilian.....	-	-	-	7
21.0	Travel & transportation of persons	-	-	-	4
	Rent, communication & utilities:				
23.1	Standard level user charges.....	-	-	-	4
23.2	Other rents, communication & utilities.....	-	-	-	4
25.0	Other services.....	-	-	-	7
26.0	Supplies & materials.....	-	-	-	5
31.0	Equipment.....	-	-	-	2
41.0	Grants, subsidies & contributions.	-	-	-	99,800
	Total Obligations, Bureau of Land Management.....	-	-	-	99,900

ALLOCATION ACCOUNTS

Personnel Compensation:					
11.3	Positions other than permanent....	-	-	-	60
11.5	Other personnel compensation.....	-	-	-	4
	Total personnel compensation..	-	-	-	64
12.1	Personnel benefits: civilian.....	-	-	-	7
21.0	Travel & transportation of persons	-	-	-	20
	Rent, communications & utilities:				
23.1	Standard level user charges.....	-	-	-	3
23.2	Other rents, communication & utilities.....	-	-	-	3
26.0	Supplies and materials.....	-	-	-	2
31.0	Equipment.....	-	-	-	1
	Total obligations, Allocation Account.....	-	-	-	100
99.0	Total Obligations	-	-	-	100,000

Obligations are distributed as follows:

Interior, Bureau of Land Management...	-	-	-	99,900
Interior, National Park Service.....	-	-	-	50
Agriculture, Forest Service.....	-	-	-	50

Personnel Summary

Bureau of Land Management

Full-time equivalent of other positions	--	--	--	4
Average paid employment	--	--	--	4
Average GS grade	--	--	--	9.33
Average GS salary	--	--	--	\$15,982

Allocation Accounts

Full-time equivalent of other positions	--	--	--	5
Average paid employment	--	--	--	5
Average GS grade	--	--	--	11.2
Average GS salary	--	--	--	\$19,388

O&C GRANT LANDS

BUREAU OF LAND MANAGEMENT
Oregon and California Grant Lands

Estimated Appropriation, 1977	\$41,250,000
Unobligated balance from prior years	<u>11,221,153</u>
(Included in this amount is \$1,536,097 for Forest Service)	
Total available for obligation	52,471,153

Decreases:

Construction and Acquisition.....	\$12,578,000	
(Included in this amount is \$2,189,000 for Forest Service)		
Maintenance.....	8,792,000	
Renewable Resource Development, Protection, and Management.....	22,630,000	
(Included in this amount is \$368,000 for Forest Service)		<u>44,000,000</u>
Subtotal (Estimated unobligated balance at September 30, 1977)		8,471,153

Increases:

Construction and Acquisition.....	12,100,000	
(Included in this amount is \$7,052,353 for Forest Service)		
Maintenance.....	6,000,000	
Renewable Resource Development, Protection, and Management.....	26,900,000	
(Included in this amount is \$551,744 for Forest Service)		<u>45,000,000</u>
Total available for obligation		53,471,153
Less: Unobligated balance from prior years		<u>-8,471,153</u>
Budget Estimate, 1978		\$45,000,000

BUREAU OF LAND MANAGEMENT
Oregon and California Grant Lands
Analysis by Activities

<u>Activity</u>	<u>Appropriation 1976</u>	<u>Appropriation 1977</u>	<u>No. of Perm. Pos.</u>	<u>1978 Budget Estimate</u>	<u>No. of Perm. Pos.</u>	<u>Budget Estimate 1978 Compared with Appropria- tion 1977</u>	<u>No. of Perm. Pos.</u>	<u>Page Ref.</u>
<u>1. Construction and Acquisition</u>								142
Appropriation	\$6,239,000	\$13,811,000	44	\$12,100,000	44	-1,711,000	--	
Unobligated balance brought forward	3,299,000	3,608,000		4,841,000		+1,233,000		
Obligation program	6,169,000	12,578,000		8,187,000		-4,391,000		
Unobligated balance carried forward	3,369,000	4,841,000		8,754,000		+3,913,000		
<u>2. Maintenance</u>								148
Appropriation	3,622,000	7,639,000	152	6,000,000	97	-1,639,000	-55 1/	
Unobligated balance brought forward	1,625,000	2,823,000		1,670,000		-1,153,000		
Obligation program	4,916,000	8,792,000		5,692,000		-3,100,000		
Unobligated balance carried forward	331,000	1,670,000		1,978,000		+ 308,000		
<u>3. Renewable Resource, Development, Pro- tection, and Manage- ment</u>								152
Appropriation	15,243,000	19,800,000	534	26,900,000	529	+7,100,000	- 5 1/	
Unobligated balance brought forward	3,259,000	4,790,000		1,960,000		-2,830,000		
Obligation program	17,942,000	22,630,000		26,321,000		+3,691,000		
Unobligated balance carried forward	560,000	1,960,000		2,539,000		+ 579,000		

O&C (Cont.)

Summary	Appropriation 1976	Appropriation 1977	No. of Perm. Pos.	Budget Estimate	No. of Perm. Pos.	Budget Estimate 1978 Compared with Appropria- tion 1977	No. of Perm. Pos.	Page Ref.
Total Appropriation	24,104,000	41,250,000	730	45,000,000	670	+3,750,000	-60	1/
Total unobligated balance brought forward	8,183,000	11,221,000		8,471,000		-2,750,000		
Total obligation program	29,027,000	44,000,000		40,200,000		-3,800,000		
Total unobligated balance carried forward	\$4,260,000	8,471,000		13,271,000		+4,800,000		

1/ Positions to be transferred to the proposed "Working Capital Fund".

1. Construction and Acquisition Activity, Analysis by Subactivity and Agency

Subactivity and Agency	Total Available FY 1977	Fiscal Year 1978			Total Available 1978 Compared to 1977	Obligation Program FY 1978
		Estimated Total Available	Unobligated Balance from 1977	Budget Estimate		
(A) Buildings						
1) BLM	6,000,000	1,500,000	- 500,000	1,000,000	-4,500,000	50,000
2) Forest Service	--	--	--	--	--	--
Subtotal, Buildings	<u>6,000,000</u>	<u>1,500,000</u>	<u>- 500,000</u>	<u>1,000,000</u>	<u>-4,500,000</u>	<u>50,000</u>
(B) Recreation Facilities						
1) BLM	1,812,000	2,808,000	- 808,000	2,000,000	996,000	1,067,000
2) Forest Service	745,000	674,000	- 474,000	200,000	- 71,000	275,000
Subtotal, Recreation Facil.	<u>2,557,000</u>	<u>3,482,000</u>	<u>-1,282,000</u>	<u>2,200,000</u>	<u>925,000</u>	<u>1,342,000</u>
(C) Access Roads						
1) BLM	4,566,000	5,081,000	- 681,000	4,400,000	515,000	3,995,000
2) Forest Service	4,296,000	6,378,000	-2,378,000	4,000,000	2,082,000	2,300,000
Subtotal, Access Roads	<u>8,862,000</u>	<u>11,459,000</u>	<u>-3,059,000</u>	<u>8,400,000</u>	<u>2,597,000</u>	<u>6,295,000</u>
(D) Acquisition						
1) BLM	--	500,000	--	500,000	500,000	500,000
2) Forest Service	--	--	--	--	--	--
Subtotal, Acquisition	<u>--</u>	<u>500,000</u>	<u>--</u>	<u>500,000</u>	<u>500,000</u>	<u>500,000</u>
Total	<u>17,419,000</u>	<u>16,941,000</u>	<u>-4,841,000</u>	<u>12,100,000</u>	<u>- 478,000</u>	<u>8,187,000</u>

2. Maintenance (ALL BLM) - Analysis by Subactivity

	Total Available FY 1977	Fiscal Year 1978		Total Available 1978 Compared to 1977	Obligation Program FY 1978
		Estimated Total Available	Unobligated Balance From 1977		
(a) Buildings	\$ 180,000	\$ 180,000	\$ -	\$ -	\$ 180,000
(b) Access Roads	8,809,000	5,852,000	-1,032,000	-2,957,000	4,577,000
(c) Recreation facilities	1,473,000	1,638,000	-638,000	+165,000	935,000
Total	\$10,462,000	\$7,670,000	\$-1,670,000	\$-2,792,000	\$5,692,000

3. Renewable Resource Development, Protection and Management-Analysis by Subactivity and Agency

Subactivity and Agency	Total Available FY 1977	Fiscal Year 1973			Total Available 1973 Compared to 1977	Obligation Program FY 1978
		Estimated Total Available	Unobligated Balance from 1977	Budget Estimate		
(A) Forest Management						
1) BLM	\$14,024,000	\$15,097,000	- \$997,000	\$14,100,000	\$+1,073,000	\$14,207,000
(B) Forest Development						
1) BLM	7,886,000	11,029,000	- 29,000	11,000,000	+3,143,000	10,311,000
2) Forest Service	620,000	552,000	- 252,000	300,000	- 68,000	375,000
Subtotal	8,506,000	11,581,000	- 281,000	11,300,000	+3,075,000	10,686,000
(C) Forest Protection						
1) BLM	2,060,000	2,182,000	- 682,000	1,500,000	+ 122,000	1,428,000
Total	\$24,590,000	\$28,860,000	\$-1,960,000	\$26,900,000	\$+4,270,000	\$26,321,000

1. Construction and Acquisition: FY 1977, BA \$13,811,000; FY 1978 BA \$12,100,000; decrease of \$1,711,000. On an obligation basis: FY 1977, \$12,578,000; FY 1978 \$8,187,000; a decrease of \$4,391,000. The FY 1978 obligations consist of:

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
A. <u>Building Construction</u>				
-\$5,450,000	-0-	\$ 50,000	-0-	Supervision of Medford Office building construction contract to be awarded in FY 1977.
B. <u>Recreation Construction</u>				
+ 66,550	-0-	1,342,000	11	To renovate recreation facilities and plan, survey, and design new sites.
C. <u>Road Construction</u>				
+ 492,450	-0-	6,295,000	20	To construct roads in support of timber sales.
D. <u>Acquisition</u>				
+ 500,000	-0-	500,000	13	To acquire land or interests therein as provided in the Federal Land Policy and Management Act of 1976 (Section 206) for securing access to O&C timber areas.
E. <u>Space Costs</u>				
(+5,000)		(105,000)		GSA space costs included above.
<u>-\$4,391,000</u>	<u>-0-</u>	<u>\$8,187,000</u>	<u>44</u>	

PROGRAM SYNOPSIS

Approximately 400 miles of road will be constructed to provide access for the removal of timber and for the long-term management of timber and related forest management resources such as wildlife and recreation. Twenty-four miles of these roads are proposed for construction separate from the timber sale contract because of unusual costs and/or special contract requirements. Over 60 recreation sites will be operated and administered by the Bureau. During FY 1978 several of these sites will be renovated at a cost of \$800,000 to comply with State Health and Water Quality Standards. Also included in the program is the acquisition of land for road maintenance sites within the Eugene and Coos Bay Districts and the purchase of easements necessary for timber stand access.

MAJOR PROGRAM CHANGES

A. Building Construction

-\$5,450,000; Total \$50,000
-0- Positions; Total -0- Positions

Proposal. The planned program reduction reflects obligation of a major planned project, a new District Office building at Medford, Oregon, in FY 1977. The amount planned for FY 1978 is \$50,000 for ongoing supervision of the Medford project.

PROGRAM DESCRIPTION

A. Building Construction

-\$5,450,000; Total \$50,000
-0- Positions; Total -0- Positions

This program provides for construction of buildings required for administration of the Oregon and California Grant Lands program. No new starts are planned for Fiscal Year 1978.

MAJOR PROGRAM CHANGES

B. Recreation Construction

+\$66,550; Total \$1,342,000
-0- Positions: Total 11 Positions

Proposal. It is proposed to increase the recreation construction program to accommodate renovation of three recreation facilities and development of potable water systems to meet State water quality standards. Increased funding will also permit construction of an entrance station at a fourth site and several other existing facilities will have their sanitary systems upgraded.

The following are the planned BLM construction projects for Fiscal Year 1978:

<u>Project Name</u>	<u>Project</u>	<u>Estimated Cost</u>
Loon Lake	Renovation	\$400,000
Clay Creek	Renovation	180,000
Whitaker Creek	Renovation	100,000
Fishermans Bend	Entrance Station	20,000
Roseburg District sanitary facilities (campgrounds)	4 Vault Toilets	<u>100,000</u>
		\$800,000

Justification. Since construction of the Loon Lake, Clay Creek, and Whitaker Creek campgrounds, State and Federal standards for potable water sources and sewage disposal systems have been developed which dictate that new water and sewer systems be installed at these recreation sites. These required improvements include provisions for disposal of waste from self-contained trailers. Existing sanitary facilities at four campgrounds in the Roseburg District do not meet health standards and require replacement with vault toilets.

PROGRAM DESCRIPTION

C. Road Construction

+ 492,450; Total \$6,295,000

-0- Positions; Total 20 Positions

The objective of the road construction program is to provide for survey and design, and road construction needs in support of management for western Oregon's timber program.

Road systems must be planned sufficiently ahead of actual sales to provide access to undeveloped areas of mature, overmature, decadent, and scattered salvage timber stands to insure an orderly, well-balanced schedule of timber harvest.

Access road construction financed by Oregon and California Grant Lands funds supplements the 300 to 500 or more miles per year of roads constructed under timber sale contracts. This construction program provides access for timber harvest and salvage, and multiple use activities in areas where the road construction is not appropriately included in the timber sale.

Although 94% of road mileage in western Oregon is built with timber sales, the 6% constructed with O&C funds are a critical part of the total permanent transportation network needed to support the harvest of approximately 1.172 billion board feet of timber annually.

FY 1978 access road program features include: access road planning, reconnaissance, survey, design, and construction of roads, bridges and drainage structures; road surfacing; production of crushed aggregate; construction contract engineering; and an allowance for modification of ongoing contracts. Following is a summary of the total FY 1978 access road construction program.

<u>Program</u>	<u>(\$000's)</u>
<u>BLM</u>	
Planning and Reconnaissance	\$ 600
Subtotal	600
<u>FHWA</u>	
Roads	630
Bridges	315
Aggregate Production	1,500
Survey and Design	300
Construction Engineering and Modification	650
Subtotal	3,395
Forest Service Roads	2,300
Total	<u>\$6,295</u>

Increased aggregate production is based on 300,000 cubic yards at \$5.00 per yard equalling \$1,500,000.

Justification. Constructing access roads is an important component of the declared allowable cut plan. The funding increase is needed for total construction of 24 miles of access roads to commercial forest lands. These roads are essential for transporting logs from the forest to the utilization center and for the continued management of the timber and related forest resources; continued harvests of 1.172 billion board feet annually is predicated on intensively managing the timber resource. Roads constructed with these funds are usually: (1) difficult to construct (heavy rock excavation, etc.); (2) long; or (3) of high standard. Roads of this nature are normally difficult to construct under terms of timber sale contracts because of cost and special requirements that could limit the number of prospective bidders at a sale and/or would require excessive volumes of timber in a single sale to finance them.

Production of aggregate for road construction and maintenance is essential to assure adequate supplies of high quality material. Increased production is related to additional construction and maintenance needs and to restore stockpiles which were depleted during FY 1976 when constrained obligation levels due to low receipts forced aggregate production capability to be directed to management practices and timber sales.



*LOGGING ROADS PROVIDE ACCESS TO REMOTE TIMBER
AREAS TO MEET INCREASING DEMAND
FOR FOREST PRODUCTS*

PROGRAM DESCRIPTION

B. Recreation Construction

+\$66,550; Total \$1,342,000

-0- Positions; Total 11 Positions

Many previously remote areas with high recreational values have been opened as a result of BLM's overall timber management program. Increasing use of these areas by the public creates fire and pollution hazards which endanger both existing resources and the public. Recreation facilities serve to channel use into more appropriate areas thereby reducing overall risk. They also help satisfy the growing demand for outdoor recreation which has increased on Bureau administered lands by over 25% in the past 5 years. The program provides for environmental studies, survey and design, recreation inventory and coordination, construction and renovation of recreation facilities, and planning for future recreational demands in western Oregon.

<u>Summary</u>	<u>\$000</u>
Projects	\$ 800
Survey and Design, and	
Administration	267
BLM Subtotal	1,067
USFS	275
Total	\$1,342

MAJOR PROGRAM CHANGES

C. Road Construction

+\$492,450; Total \$6,295,000

-0- Positions; Total 20 Positions

Proposal. Twenty-four miles of road are proposed for construction along with four major bridge and culvert projects. Production of 300,000 cubic yards of rock aggregate for surfacing and maintenance is also included in the proposal. The following roads and drainage structures comprise the construction program.

- Road Construction -

<u>Project Name</u>	<u>Miles</u>	<u>Project</u>	<u>Estimated Cost</u>
Nehalem	12.0	Grading	\$ 200,000
Soda Mountain	6.0	Surfacing	130,000
Sagebeard	6.0	Grading and Surfacing	300,000
	24.0		630,000

Total BLM Road Construction	\$ 630,000
Forest Service O&C Construction Program	2,300,000
Total Estimated Costs	\$2,930,000

- Bridge Construction -

<u>Project Name</u>	<u>Unit</u>	<u>Project</u>	<u>Estimated Cost</u>
Cobble Creek	1	Bridge	\$ 90,000
S. Fk. Lobster Creek	1	Bridge	85,000
Shively-Poole Creek	1	Bridge	100,000
Nine-mile Crossing	1	Culvert Replacements	40,000
			\$ 315,000

MAJOR PROGRAM CHANGES

D. Acquisition

No Changes

PROGRAM DESCRIPTION

D. Acquisition

Total \$500,000

Total 13 Postions

The acquisition program is designed to acquire access across private lands as needed in support of western Oregon timber management programs, and to purchase sites for needed facilities to support the O&C program.

The fiscal year 1978 program includes:

<u>Item</u>	<u>Estimated Cost</u>
Maintenance Sites (2)	\$50,000
Easement Acquisitions	250,000
Survey and Design	<u>200,000</u>
	\$500,000

Acquisition of land for road maintenance sites within the Eugene and Coos Bay Districts is necessary to meet BLM resource management responsibilities. The proposed maintenance site in the Eugene District (Springfield) will replace an existing one at Shotgun Creek. The need for replacement stems from the fact that the existing site is no longer centrally located within the Districts operations and this has caused it to become isolated from supply and repair facilities; it has also been the object of indiscriminate vandalism.

The Coos Bay District site replacement is needed to replace the existing one at Bridge, Oregon, since the landowner intends to use the land for other purposes and not renew the existing lease.

Acquisition of access to valuable O&C timber lands through easement purchases is needed to insure orderly, well-balanced timber harvests.

E. Space

Public Law 92-313, Public Buildings Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by the General Services Administration (GSA) at approximate commercial equivalent rates. Total space costs included in the Construction and Acquisition activity are \$105,000, an increase of \$5,000 over fiscal year 1977.

2. Maintenance: FY 1977, BA \$7,639,000; FY 1978, BA \$6,000,000; decrease of \$1,639,000; on an obligation basis: FY 1977, \$8,792,000; FY 1978, \$5,692,000; a decrease of \$3,100,000.

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
A. <u>Building Maintenance</u> :		180,000	6	To establish maintenance of building facilities located within O&C land boundaries.
B. <u>Recreation Maintenance</u> :				
+100,000	-5 <u>1/</u>	935,000	31	Provide maintenance for existing recreation facilities.
C. <u>Road Maintenance</u> :				
-\$3,200,000	-50	4,577,000	60	Reduction of one-time payment to FHWA for undepreciated equipment value.
D. <u>(+3,000)</u>		<u>(49,000)</u>		GSA space costs.
-\$3,100,000	-55	\$5,692,000	97	

1/ Positions to be transferred to the proposed working capital fund and to establish building maintenance for O&C facilities.

PROGRAM SYNOPSIS

Office buildings, warehouses, and other related facilities associated with the O&C programs are maintained so that they retain their value and utility for program performance and for the benefit and safety of the using public and employees.

The Bureau will maintain over 8,500 miles of forest access road in fiscal year 1978. These roads must be kept in a safe, useable condition to insure an even flow of timber to local mills and to provide access for other forest resources such as the 60 forest recreation sites developed through the O&C recreation program.

Reduced funding for road maintenance results from a one-time FY 1977 payment to reimburse the Federal Highway Administration (FHWA) for undepreciated equipment book values as a part of the transfer of maintenance responsibilities from FHWA to the BLM. Additional recreation maintenance funding will also be used to maintain existing facilities, including one scheduled for completion in FY 1977.

PROGRAM CHANGES

A. Building Maintenance No Changes

PROGRAM DESCRIPTION

A. Building Maintenance

Total; \$180,000

Total; 6 position

BLM maintains 52 buildings (412,000 square feet) which includes office buildings, warehouses, shops, storage buildings and other related facilities. Much of the major work is accomplished by private contractors with BLM performing only maintenance that is not feasible to contract. The objective of the building maintenance

program is to protect the investment of the facilities, to provide safe efficient working conditions for BLM employees, and to ensure the safety of the visiting public.

PROGRAM CHANGES

B. Road Maintenance

- \$3,200,000., total \$4,577,000
- 50 positions, total 60 positions

Proposal: It is proposed to decrease obligations by \$3,200,000 which was used in fiscal year 1977 for a one-time payment to Federal Highway Administration for undepreciated equipment book values. These costs accrued to BLM as a result of transferring the forest access road maintenance program in fiscal year 1977 from FHWA to BLM.

Justification: The \$3,200,000 added to the fiscal year 1977 program for payment is no longer needed.



MAINTENANCE OF CRITICAL ROADS AND
BRIDGES INSURES A STEADY FLOW OF FOREST
PRODUCTS

•

-\$3,200,000; Total \$4,577,000

-50 positions; Total 60 postions

The Bureau of Land Management currently has maintenance responsibilities for approximately 8,500 miles of forest access roads in western Oregon. This responsibility increases by approximately 400 miles annually and upon full development of the forest resources, the Bureau will be maintaining over 16,000 miles of roads in western Oregon. These roads must be kept in useable, safe condition to insure and even flow of logs to the lumber industry. This is particularly applicable to recently constructed roads which may deteriorate rapidly during the rainy season if not properly maintained.

Use of the O&C road system continues to increase each year. Roads which are allowed to fall into a poor state of repair pose serious safety problems because the roads are increasingly used by visitors who are unfamiliar with local conditions. Also, inadequately maintained roads have an environmental impact far beyond the immediate land they occupy. Erosions, caused by poor drainage or improper grades, can influence water quality for many miles downstream. Poorly maintained roads also result in heavy rutting, landslides and other degradations of outdoor surroundings. The road maintenance program includes preventive and corrective maintenance to alleviate these problems, reduce the long-run cost of protecting the investment in roads, and make possible more efficient land and resource management through improved access.

PROGRAM CHANGES

C. Recreation Maintenance:

\$100,000 ; total \$935,000

-5 positions; total 31 positions

Proposal: Increase the level of maintenance for the newly constructed Shotgun recreation site and improve regular maintenance schedules on other recreation facilities.

Justification: The Bureau administers approximately 60 developed recreation sites in western Oregon. Over the past 5 years, recreation use of these sites has increased by 25 percent. This increased use along with a corresponding increase in vandalism, increased cost of supplies and materials, and the natural aging of existing facilities requires a higher level of maintenance if they are to provide safe, healthful, outdoor enjoyment.

PROGRAM DESCRIPTION

C. Recreation Maintenance:

+\$100,000; Total \$935,000

-5 position; Total 31 positions

Many of the O&C areas are near population centers and are receiving more recreation use every year. A trend that is expected to continue throughout the 1970's. Increasing demand comes largely from metropolitan areas of California and other surrounding states as well as additional pressure from State residents.

This program provides services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, and repairing and maintaining facilities on 60 developed sites in western Oregon.

— — — — —

D. Space:

Public Law 92-313, Public Buildings Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by the General Services Administration (GSA) at approximate commercial equivalent rates. Total space costs included in the Maintenance activity are \$49,000, an increase of \$3,000 over fiscal year 1977.

3. Renewable Resource Development, Protection and Management: FY 1977 BA \$19,800,000; FY 1978 BA \$26,900,000; an increase of \$7,100,000. On an obligation basis FY 1977, \$22,630,000; FY 1978 \$26,320,000; an increase of \$3,690,000. The obligation increase consists of:

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
A. <u>Forest Management</u> +\$1,180,000	-0-	\$14,207,000	418	To provide "long-term" (5-year) timber sale plans and to insure offering the full allowable cut for western Oregon.
B. <u>Forest Development</u> + 2,460,000	-5 a/	10,686,000	101	To increase stand and site improvement work, reduce reforestation backlog and expand seed orchard capabilities.
C. <u>Forest Protection</u> + 50,000	-0-	1,428,000	10	To pay for increased protection facilities and increased level of hazard reduction.
D. <u>Space Cost</u> (+ 68,000)		(1,034,000)		GSA space costs included above.
<u>+\$3,690,000</u>	<u>-5</u>	<u>\$26,320,000</u>	<u>529</u>	

a/ Positions to be transferred to the proposed Working Capital Fund.

PROGRAM SYNOPSIS

The forest management increase of \$1,180,000 will be used for advance timber sale planning, for sale layout, cruise, appraisal and contract administration in support of the annual timber sale programs. Insufficient funding in this activity is affecting ability to maintain the established allowable cut.

Forest development involves survey, planting, stand and site improvement/preparation work on over 300,000 acres. These practices along with implementing a genetic tree improvement program are essential if the Bureau is to maintain the allowable cut of 1.172 billion board feet annually. Proposed FY 1978 increases of \$2,461,000 will be directed toward reducing a 40,000 acre reforestation backlog, increasing the level of stand and site improvement work, and permitting expansion of the 2nd generation genetic tree improvement program.

The Bureau of Land Management contracts with the State of Oregon for fire protection on approximately 2.4 million acres of O&C and public domain lands. Program increase of \$50,000 will be used in support of the Bureau's effort to contribute to presuppression and control measures through the construction of firebreaks, heliponds, and other water retention facilities used in fire suppression.

MAJOR PROGRAM CHANGES

A. Forest Management

+ \$1,180,000; Total \$14,207,000
+0 Positions; Total 418 Positions

Proposal. The proposed increase will be used to support 82 temporary man years for advance timber sale planning, and in cruising, appraising, sale layout, and contract administration. Included is \$160,000 that will be for improving the map base upon which specific forest management and development plans must be based.

Justification. Approximately 1.9 million acres of the 2.4 million acres of Bureau administered lands, located in 18 western Oregon counties, are classified as available for timber production. These lands represent over 50 percent of the 3.5 million acres currently in the Bureau's total timber production base and are some of the most highly productive and intensively managed lands in the nation. The O&C Act specifies that the timber on these lands be sold, cut, and removed in conformity with the principle of sustained yield for: (1) providing a permanent source of timber supply; (2) protecting watersheds; (3) regulating stream flows; (4) contributing to the economic stability of local communities and industries; and (5) providing recreation facilities.

Currently, the annual production on a sustained yield basis from these lands is 1.172 billion board feet or 92% of the Bureau's total timber production and nearly 20% of the total wood harvested in western Oregon. The annual production supports 13,500 primary jobs and 20,000 secondary jobs (retail trade, service, etc.). These jobs represent 8 percent of the total employment in the region, but range as high as 35 percent in some local areas.

The current allowable cut for western Oregon was formally declared by Secretary of Interior in 1971. By doing so, he adopted an allowable cut plan that was specific as to the inputs of manpower and funds necessary to carry it out. It was based on intensive management practices, which must be applied.

Since 1971, the requirements for carrying out resource production programs have changed. NEPA requirements have become more involved; benefits to be derived by applying management framework plan concepts to lands that formerly had single use orientation became evident; cultural resource protection and management has taken on significance through legislative and executive order actions; less efficient partial cutting is being used more and more in lieu of clear cutting; and we deal with a broader range of publics who expect a degree of sophistication that previously did not exist in resource management and decisionmaking.

Timber sale planning - The Bureau strives to prepare and maintain 5-year timber sale plans which insure necessary lead-time for orderly development of the forest resources. These plans, which are derived from the Bureau planning process, are ultimately used in developing annual sale plans which are the foundation for the allowable cut of 1.172 billion board feet. In recent years, however, added Bureau responsibilities (i.e. comprehensive land use planning, environmental assessment, cultural resource inventory and protection, etc.) have not been accompanied by increased capability. To absorb these priority and mandatory work requirements, the Bureau has diverted resources from long-range timber sale planning. Consequently, lead-time for timber sale planning is 3-4 years behind. Often timber sale plans are prepared only for the current year sale plans--a "hand-to-mouth" operation which does not provide sufficient latitude for proper review and coordination with other programs or state and local governments. Costly revisions and delays in sale offerings result. This situation will continue and likely grow worse unless additional manpower and funding is provided.

Timber production - Additional funding and manpower is necessary to maintain the allowable cut of 1.172 billion board feet in western Oregon. Offering this volume requires preparation of 460 advertised timber sales and 850 small negotiated sales. Preparing this many timber sales requires updating the framework planning program, obtaining clearance for cultural and archeological values, providing adequate environmental assessment, and considering wildlife values. Each of the five O&C Districts require additional expertise to accomplish this work.

Cost Factors. Eighty-two temporary positions at an average cost of \$11,634, \$954,000; travel, per diem, and transportation of equipment and supplies, \$130,000; and space costs, utilities, printing, supplies and equipment. \$96,000.



LOGGER HARVESTING
OLD GROWTH TIMBER

PROGRAM DESCRIPTION

A. Forest Management

+ \$1,180,000; Total \$14,207,000
Total 418 Positions

This program when combined with Forest Management in the Management of Lands and Resources appropriation, provides for the layout, measurement, appraisal, sale and administration of the total allowable cut (1.172 billion board feet). Management practices include: harvesting residual stands, commercial thinnings, changing from clear cutting areas to select cutting, and smoke management. To offer 1.172 billion board feet of timber requires preparing 460 advertised and 850 small negotiated timber sales and cruising and appraising the offered volume.

This activity will also provide for a number of functions on the O&C timber lands of western Oregon which are not directly related to the production of timber. These other efforts include such resource activities as livestock management, wildlife management, soil and water management, recreation management, etc. all of which are an integral part of the total management of the O&C forest lands. It is BLM's plan to restructure the Renewable Resource Development, Protection and Management activity in the O&C Grant Land Fund in the same manner that the activity by the same title appears in the Management of Lands and Resources Appropriation. This will appear in subsequent fiscal year budgets as cost data for these other management functions is determined.

MAJOR PROGRAM CHANGES

B. Forest Development:

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+$2,460,000; total $10,686,000
-5 positions; total 101 positions
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Proposal: The increase of \$2,460,000 will be used for intensive forest management practices including reforestation, site preparation, and site improvement; for expanding seed production capacity at the Horning and Sprague Seed Orchards for intensifying work in the genetics improvement program; and for increasing stocking surveys on cut over lands.

Specific activities include:

<u>Item</u>	<u>Units</u>	<u>Estimated Cost</u>
Precommercial and commercial thinning	2,500 acres	\$ 165,000
Seedling purchase	1.2 million	70,000
Reforestation (backlog)	10,000 acres	840,000
Site treatment	5,200 acres	580,000
Sprague Seed Orchard land	160 acres	200,000
Horning Seed Orchard land	80 acres	<u>100,000</u>
		\$1,955,000

In addition, temporary manpower (\$36,000) will be used for tree improvement and assist in reforestation surveys. New equipment including large tree transplanters and specialized nursery equipment is also required to support the genetics improvement program (\$469,000).

Justification: The allowable cut of 1.172 billion board feet annually is predicated on the assumption that intensive forest management practices (i.e. commercial and precommercial thinning, reforestation, tree improvement, etc.) will be employed throughout the plan period. Commercial and precommercial thinning, for example, will be used on approximately 115,000 acres during the 10-year period, or an average of 11,500 acres annually. Due to insufficient manpower

and funding in previous years, this program is currently behind schedule by 2,500 acres which if not corrected would call for a reduction in the allowable cut. Similarly, site improvement work (i.e. release spraying, scarification, slash treatment, etc.) are also intensive forest management practices which have direct bearing on the level of the allowable cut. Any lapse in treating the number of acres specified in the allowable cut plan will require a reduction in the cut if sustained-yield principles are to be adhered to. Currently, the Bureau has a reforestation backlog in excess of 40,000 acres. Additional funding will permit the purchase and planting of 1.2 million seedlings on an additional 10,000 acres in fiscal year 1978. The Bureau's goal of eliminating the entire reforestation backlog can readily be achieved by 1980, even allowing for some failures in current reforestation efforts.

Cost Factors. Twenty-two temporary man years at \$12,681/year, \$279,000; travel, per diem, and transportation, \$28,000; space, supplies, materials, and contractual services for equipment maintenance, \$43,000; purchase of land, \$300,000; contracts, \$1,310,000.



NURSERY USED TO PRODUCE SEED FOR GROWING
SUPERIOR QUALITY TREES

PROGRAM DESCRIPTION

B. Forest Development

+ \$2,460,000; Total \$10,685,400
+ 18 Positions; Total 124 Positions

This program is to insure maximum timber production which is reflected in the level of the annual allowable cut. Precommercial thinning, site improvement, stand conversion, reforestation, genetic improvement, and mortality salvage operations make up the Bureau's western Oregon intensified forest management program.

Since the allowable cut plan was approved in 1971, land uses have changed. Base lands that were previously recognized as timber lands have and are now being reclassified for other uses such as buffer strips for wild and scenic and other rivers, wildlife areas, and watershed protection. The resultant diminished land base must be offset by increased growth to maintain the allowable cut level.

In all, an 11 percent increase in timber productivity from a first generation tree improvement program was included in the approved 1971 cut calculation. It is basically on track and adding to volume as planned.

However, it cannot compensate for the reduced land base. Two alternatives for increasing production exist: (1) fertilization, and (2) a second generation tree improvement program. The first has too many uncertainties in the form of worldwide fertilizer demand and price instability to be advanced in large scale at this time. The second alternative is viable, but requires additional manpower, seed production capacity, and more intensive efforts to acquire and develop faster growing trees.

Whereas the first generation program relies on wind pollination to effectuate improvement from superior stock, the second generation program will build on the qualities of improved stock by controlled fertilization. An additional 11 percent increase in volume, which may serve to offset losses from changing land use, can be realized. This increase in volume is needed to maintain the present allowable cut of 1.172 billion board feet.

These described proposals in forest development are essential to a modern forest management program. A wide variety of Federal, state, and private analyses demonstrate the cost effectiveness of forest improvement investments. At the proposed level, BLM will still spend only about one-half as much per acre for development as the more progressive private timber managers.

Summary of program outputs:

	<u>FY 1977</u>	<u>FY 1978</u>
Acres of Surveys.....	230,000 acres	230,000 acres
Planting.....	30,000 acres	40,000 acres
Precommercial Thinning....	7,600 acres	10,100 acres
Stand Release & Site Preparation.....	51,500 acres	51,500 acres
Genetic Tree Improvement...	2nd generation program	2nd generation program

The Forest Service's O&C land forest development program of \$375,000 is included in the obligation program total for this subactivity.

MAJOR PROGRAM CHANGES

C. Forest Protection

+\$50,000; Total \$1,428,000

-0- Positions; Total 10 Positions

Proposal. The requested increase will be used for the construction of heliponds and other water development facilities used in the control and suppression of wildfires.

Justification. There are 2.4 million acres of Bureau-administered lands in western Oregon requiring fire protection. Although fire protection for these lands is contracted to the State of Oregon, the Bureau supports the protection effort by providing firebreaks, heliponds, snag felling, etc., which are essential to the presuppression of fire operations. Developed water facilities provide ponds and access to streams to fill pumpers. They are also beneficial to wildlife.

Cost Factors. Contracts \$50,000.

PROGRAM DESCRIPTION

C. Forest Protection

+\$50,000; Total \$1,428,000

-0- Positions; Total 10 Positions

The Bureau of Land Management contracts for fire protection on approximately 2.4 million acres of O&C and public domain forest lands in western Oregon. These contracts are negotiated with the State of Oregon, on a rate per acre which reflects the agency's cost for fire suppression and fire prevention in past years. The Bureau will continue to contribute to presuppression and control measures through the removal of snags, slash disposal, firebreak construction, fire law enforcement and fire investigations on Bureau administered lands.

Space

Public Law 92-313, Public Buildings Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by the General Services Administration (GSA) at approximate commercial equivalent rates. Total space costs included within the Surface Resource Use and Protection activity are \$1,034,000, an increase of \$68,000 over Fiscal Year 1977.

OREGON AND CALIFORNIA GRANT LANDS

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of [rights-of-way and of existing] *lands or interests therein including existing* connecting roads on or adjacent to such *grant* lands; an amount equivalent to 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands, to remain available until expended: *Provided*, That the amount appropriated herein for the purposes of this appropriation on lands administered by the Forest Service shall be transferred to the Forest Service, Department of Agriculture: *Provided further*, That the amount appropriated herein for road construction on lands other than those administered by the Forest Service shall be transferred to the Federal Highway Administration, Department of Transportation: *Provided further*, That the amount appropriated herein is hereby made a reimbursable charge against the Oregon and California land grant fund and shall be reimbursed to the general fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876). (*16 U.S.C. 583, 594; 43 U.S.C. 1181a-b; 1181d-f; 90 Stat. 2743-2794; Department of the Interior and Related Agencies Appropriation Act, 1977.*)

JUSTIFICATION OF CHANGES IN APPROPRIATION LANGUAGE AND ACTIVITY CLASSIFICATIONS

The proposed change in the language for this appropriation reflects the broader acquisition authority provided in section 205 of the Federal Land Policy and Management Act of 1976. Under the new Act, acquisitions are authorized for other purposes in addition to the previous authority to acquire rights-of-way and existing connecting roads. Under the new authority, two needed administrative sites for the road maintenance function will be acquired in fiscal year 1978. These acquisitions are justified in the new "Acquisition" subactivity in the retitled "Construction and Acquisition" activity.

Also, in the budget the old "Forest Development, Protection, and Management" activity is retitled "Renewable Resource Development, Protection, and Management". This proposed change reflects the fact that the fund also finances management on nontimber resources, primarily wildlife and recreation management functions on the O. and C. lands. The new activity title is also consistent with the activity title for similar functions in "Management of Lands and Resources".

For purposes of the present act, the word "person" shall include any individual, partnership, corporation, association, or other legal entity, and shall not be limited by the provisions of the Civil Code relating to the definition of the word "person".

Section 1. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

Section 2. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

Section 3. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

Section 4. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

Section 5. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

Section 6. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

Section 7. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

Section 8. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

Section 9. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

Section 10. The Board of Education of the County of Los Angeles is hereby authorized to acquire, lease, purchase, or otherwise obtain, for the purpose of establishing a public library, any real property, including but not limited to, any building, structure, or land, and any interest therein, and to convey, lease, or otherwise dispose of the same, and to execute any instrument necessary to carry out the purposes of this act.

ARTICLE IV. OF THE JUDICIAL BRANCH.

Section 1. The judicial power of the State shall be vested in the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace.

Section 2. The Supreme Court shall consist of five Justices, one of whom shall be Chief Justice. The Courts of Appeal shall consist of three Justices in each of the four appellate districts. The Superior Courts shall consist of one or more Justices in each county. The Justices of the Peace shall consist of one or more Justices in each city and town.

Section 3. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be elected by the people for terms of years, and shall hold office until their successors are elected.

Section 4. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to removal by the people.

Section 5. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to impeachment.

Section 6. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to disbarment.

Section 7. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to suspension.

Section 8. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to censure.

Section 9. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to reprimand.

Section 10. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to admonition.

Section 11. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to excommunication.

Section 12. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to anathema.

Section 13. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to interdict.

Section 14. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to excommunication.

Section 15. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to anathema.

Section 16. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to interdict.

Section 17. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to excommunication.

Section 18. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to anathema.

Section 19. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to interdict.

Section 20. The Justices of the Supreme Court, the Courts of Appeal, the Superior Courts, and the Justices of the Peace shall be subject to excommunication.

OREGON AND CALIFORNIA GRANT LANDS

Program and Financing (in thousands of dollars)

Identification Code	1976 Act.	T.Q. Act.	1977 Est.	1978 Est.
14-5136-0-2-302				
Program by Activities:				
1. Construction & acquisition	9,080	1,774	12,578	8,188
2. Maintenance	4,740	2,387	8,792	5,692
3. Renewable resource development, protection, & management	<u>18,449</u>	<u>5,704</u>	<u>22,630</u>	<u>26,320</u>
Total program costs, funded	32,269	9,865	44,000	40,200
Change in selected resources (un- delivered orders)	<u>-3,242</u>	<u>2,500</u>	<u>--</u>	<u>--</u>
10.0 Total obligations	29,027	12,365	44,000	40,200
Financing:				
21.00 Unobligated balance available, start of period	-8,183	-4,260	-11,221	-8,471
24.00 Unobligated balance available, end of period	<u>4,260</u>	<u>11,221</u>	<u>8,471</u>	<u>13,271</u>
40.00 Budget authority (appropriation) (indefinite, special fund)	25,104	19,326	41,250	45,000
Relation of obligations to outlays:				
71.00 Obligations incurred, net	29,027	12,365	44,000	40,200
72.00 Obligated balance, start of period	11,724	9,816	11,681	26,781
74.00 Obligated balance, end of period	<u>-9,816</u>	<u>-11,681</u>	<u>-26,781</u>	<u>-25,981</u>
90.00 Outlays	30,935	10,500	28,900	41,000

OREGON AND CALIFORNIA GRANT LANDS

Object Classification (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-5136-0-2-302	Act.	Act.	Est.	Est.
BUREAU OF LAND MANAGEMENT				
Personnel compensation:				
11.1 Permanent positions	10,047	3,385	12,008	11,240
11.3 Positions other than permanent	1,535	601	2,235	2,862
11.5 Other personnel compensation	<u>173</u>	<u>95</u>	<u>206</u>	<u>206</u>
Total personnel compensation	11,755	4,081	14,449	14,308
12.1 Personnel benefits: Civilian	1,005	265	1,149	1,210
21.0 Travel & transportation of persons	184	64	185	205
22.0 Transportation of things	735	240	785	785
Rent, communications, & utilities:				
23.1 Standard level user charges	888	192	1,112	1,188
23.2 Other rent, communication, & utilities	55	37	150	160
24.0 Printing & reproduction	4	2	15	15
25.0 Other services	2,572	402	5,796	6,365
26.0 Supplies & materials	79	315	98	103
31.0 Equipment	156	188	3,906	306
32.0 Lands and structures	2,541	2,050	10,563	8,908
42.0 Insurance claims & indemnities	<u>4</u>	<u>--</u>	<u>--</u>	<u>--</u>
Total obligations, Bureau of Land Management	<u>19,978</u>	<u>7,836</u>	<u>38,208</u>	<u>33,553</u>
ALLOCATION ACCOUNTS				
Personnel compensation:				
11.1 Permanent positions	1,112	414	373	391
11.3 Positions other than permanent	237	88	100	105
11.5 Other personnel compensation	<u>117</u>	<u>43</u>	<u>55</u>	<u>56</u>
Total personnel compensation	1,466	545	528	552
12.1 Personnel benefits: Civilian	103	105	56	57
21.0 Travel & transportation of persons	231	95	74	75
22.0 Transportation of things	200	115	63	65
Rent, communications & utilities:				
23.2 Other rent, communications, & utilities	52	15	15	15
25.0 Other services	2,039	1,512	646	830
26.0 Supplies & materials	34	20	11	11
31.0 Equipment	16	--	17	17
32.0 Lands and structures	<u>4,908</u>	<u>2,122</u>	<u>4,382</u>	<u>5,025</u>
Total allocation accounts	<u>9,049</u>	<u>4,529</u>	<u>5,792</u>	<u>6,647</u>
99.0 Total obligations	29,027	12,365	44,000	40,200
Obligations are distributed as follows:				
Interior, Bureau of Land Management	19,978	7,836	38,208	33,553
Agriculture, Forest Service	1,845	395	2,557	2,950
Transportation, Federal Highway, Administration	7,204	4,134	3,235	3,697

OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification Code	1976	T.Q.	1977	1978
14-5136-0-2-302	Act.	Act.	Est.	Est.

BUREAU OF LAND MANAGEMENT

Total number of permanent positions	651	--	730	670
Full-time equivalent of other positions	172	--	272	326
Average paid employment	717	--	961	960
Average GS grade	9.39	--	9.33	9.33
Average GS salary	<u>\$15,138</u>	<u>--</u>	<u>\$15,747</u>	<u>\$15,982</u>

ALLOCATION ACCOUNTS

Total number of permanent positions	95	--	25	25
Full-time equivalent of other positions	19	--	19	19
Average paid employment	95	--	32	32
Average GS grade	8.53	--	8.53	8.53
Average GS salary	\$15,760	--	\$16,941	\$16,912
Average salary of ungraded positions	\$12,000	--	\$12,199	\$12,199

BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS

Appropriation, 1977.....\$7,370,000
Unobligated balance from prior years..... 1,447,000

Total available for obligation.....\$8,817,000

Decreases:

Improvements to public lands.....\$8,277,000
Farm Tenant Act lands..... 540,000 \$8,817,000

Subtotal..... -0-

Increases:

Improvements to public lands.....\$8,235,000
Farm Tenant Act lands..... 515,000

Budget Estimate 1978.....\$8,750,000

BUREAU OF LAND MANAGEMENT
Range Improvements

Analysis by Activities

Activity	Appropri- ation 1976	Appropri- ation 1977	No. of Perm. Pos.	1978 Budget Estimate	No. of Perm. Pos.	Budget Est.	No. of Perm. Pos.
						1978 Compared with Appropriation 1977	
1. <u>Improvements to public lands</u>							
Appropriation	5,172,000	6,847,000		8,235,000		+1,388,000	
Unobligated balance brought forward.	529,000	1,430,000		---		-1,430,000	
Obligated program	3,973,000	8,277,000		8,235,000		-42,000	
Unobligated balance carried forward.	1,728,000	---		---		---	
2. <u>Farm Tenant Act Lands</u>							
Appropriation	263,000	523,000		515,000		-8,000	
Unobligated balance brought forward.	1,000	17,000		---		-17,000	
Obligation program.	210,000	540,000		515,000		-25,000	
Unobligated balance carried forward.	54,000	---		---		---	
Total Appropriation.	5,435,000	7,370,000	56	8,750,000	46	+1,380,000	-10 ^{a/}
Total Unobligated brought forward	530,000	1,447,000		---		-1,447,000	
Total Obligation Program	4,183,000	8,817,000		8,750,000		67,000	
Total Unobligated Balance carried forward	1,782,000	---		---		---	

a/ Positions to be transferred to "Working Capital Fund".

Range Improvements. FY 1977, \$7,370,000; FY 1978, \$8,750,000; an increase of \$1,380,000. The increase consists of:

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
+\$1,380,000	-10 ^{1/}	\$8,750,000	46	For installation and maintenance of range improvements.
<u>+\$1,380,000</u>	<u>-10</u>	<u>\$8,750,000</u>	<u>46</u>	Total

^{1/} Positions to be transferred to the "Working Capital Fund"

PROGRAM SYNOPSIS

The range improvement appropriation complements grazing program appropriations in Management of Lands and Resources. Budget authority is based on grazing receipts from the prior year. Objectives of the program are to rehabilitate public lands and to stabilize the livestock industry as prescribed by the Taylor Grazing Act of 1934 and the Federal Lands Policy and Management Act (P.L. 94-579) enacted October 21, 1976. FY 1978 efforts will emphasize maintenance of existing range improvements and construction of facilities in support of existing Allotment Management Plans (AMPs) and those new AMP's covered by Court mandated Environmental Impact Statements.

MAJOR PROGRAM CHANGES

<u>Range Improvements</u>	+1,380,000; total \$8,750,000
	-10 positions; total 46 positions

Proposal. The increase of range improvement funds will be used to support maintenance of existing range improvement projects, to supplement MLR appropriations for on-the-ground improvements associated with implementation of AMP's approved in the 1977 EIS areas, and for survey, design, and installation of site specific facilities not associated with intensive management plans. Facility construction includes new or reconstructed administrative boundary fences, such as along district or jurisdictional boundaries, and modification of existing waters to mitigate impacts on wildlife.

Justification. Funding is directly dependent on the amount of receipts generated by the collection of grazing fees during the previous fiscal year, although the funds must still be appropriated by Congress. Funds are available until expended.

Fees for the grazing of livestock on lands administered by BLM have been the subject of study and controversy, both before and on a continuing basis since the Taylor Grazing Act authorized such charges in 1934. Through a series of interagency and administration actions, the fee level has reached \$1.51 per Animal Unit Month (AUM) for the 1976 grazing year. The Federal Lands Policy and Management Act (P.L. 94-579) requires that the Secretaries of Interior and Agriculture jointly perform a study to determine the value of forage on the public lands and to report the results along with recommendations to implement a reasonable grazing fee schedule to Congress by October 21, 1977. The existing fee of \$1.51 per AUM will remain in effect during 1977.

These increased funds will provide for the following accomplishments:

Cattleguard installation	110 ea.	@ \$1,800/ea.	\$198,000
Fence construction	125 mi.	@ 2,200/mi.	275,000
Water developments	125 ea.	@ 4,440/ea.	555,000
Fence maintenance	710 mi.	@ 200/mi.	142,000
Water development maintenance	300 ea.	@ 700/ea.	210,000

Cost Factors: Supplies and contractual services, and lands and structures will utilize the entire budget authority increase of \$1,380,000.

PROGRAM DESCRIPTION

Range Improvement

+ \$1,380,000; Total \$8,750,000
- 10 Positions; Total 46 Positions

The objectives of the range improvement program are to fund investments necessary to implement allotment management plans, and to complement the Management of Lands and Resources appropriation for protection, maintenance and watershed treatment. Lands valuable for forage production usually are also valuable upland watersheds and important wildlife seasonal ranges or wildlife habitat areas.

In FY 1978, total planned work will include construction of 550 miles of fence, 300 water developments, 185 cattleguards, and continued maintenance of existing range improvements.

The recently enacted Federal Land Policy and Management Act (P.L. 94-579) makes fifty percent of grazing receipts available for appropriation. Half of the receipts are to be used in the district from which the receipts were derived.

Beginning in 1978, funds available under this title will be used only for maintenance and on-the-ground range rehabilitation, protection, and improvements including seeding, fence construction, weed control, water development, fish and wildlife habitat enhancement, and planning and designing such projects. All grazing environmental analysis activities will be funded from Management of Lands and Resources.

Land improvements resulting from this activity will provide additional forage for livestock, habitat for wildlife, and aid in improving watershed conditions as a result of achieving control of livestock distribution and use of the land.

RANGE IMPROVEMENTS

[For construction, purchase, and maintenance of range improvements pursuant to the provisions of sections 3 and 10 of the Act of June 28, 1934, as amended (43 U.S.C. 315), sums equal to the aggregate of all moneys received, during the current fiscal year, as range improvements fees under section 3 of said Act, 25 per centum of all moneys received, during the current fiscal year, under section 15 of said Act, and the amount designated for range improvements from grazing fees from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended.] *For rehabilitation, protection, and improvement of Federal range lands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (Public Law 94-579), sums equal to fifty percent of all monies received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act, 43 U.S.C. 315, et seq., and the amount designated for range improvements from grazing fees from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, to remain available until expended. (Department of the Interior and Related Agencies Appropriation Act, 1977).*

EXPLANATION OF CHANGE IN APPROPRIATION LANGUAGE

Section 401(b)(1) of the Federal Land Policy and Management Act provides that fifty percent of grazing fees are available for appropriation. Half the appropriated amount is to be spent within the same district, the remaining half may be utilized in any geographic area. Use of the appropriation is limited to on-the-ground rehabilitation, protection and improvement of grazing lands. The authority is being interpreted to include planning of projects and project maintenance.

Under the new language, the percentage of appropriated grazing fee receipts for lands outside organized grazing districts increases from 25 to 50 percent. The Secretary had previously designated 50 percent of the fees from inside grazing districts as the range improvement fee. This was under the prior discretionary authority replaced by section 401 of Public Law 94-579 as cited above. The proposed new appropriations language conforms to the new authorizing legislation and will result in an increase of an estimated \$1,380,000 in fiscal year 1978 over the amount appropriated in fiscal year 1977, even though the fee charged range users will not be increased in calendar year 1977.

RANGE IMPROVEMENTS

Program and Financing (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-5132-0-2-302	Act.	Act.	Est.	Est.
Program by activities:				
1. Improvements to public lands	3,305	1,301	8,277	8,235
2. Farm Tenant Act Lands	<u>256</u>	<u>77</u>	<u>540</u>	<u>515</u>
Total program costs, funded <u>1/</u>	3,561	1,378	8,817	8,750
Change in selected resources (un-				
paid undelivered orders)	<u>622</u>	<u>-443</u>	<u>--</u>	<u>--</u>
10.00 Total obligations	4,183	935	8,817	8,750
Financing				
21.00 Unobligated balance available,				
start of period	-530	-1,782	-1,447	--
24.00 Unobligated balance available,				
end of period	<u>1,782</u>	<u>1,447</u>	<u>--</u>	<u>--</u>
40.00 Budget authority (appropriation)				
(Indefinite, special fund)	5,435	600	7,370	8,750
Relation of obligations to outlays:				
71.00 Obligations incurred, net	4,183	935	8,817	8,750
72.00 Obligated balance, start of period	779	1,337	1,313	2,530
74.00 Obligated balance, end of period	<u>-1,337</u>	<u>-1,313</u>	<u>-2,530</u>	<u>-2,780</u>
90.00 Outlays	3,625	959	7,600	8,500

1/ Includes capital outlays as follows: 1976, \$1,000 thousand; 1977, \$2,986 thousand; 1978, \$2,832 thousand.

RANGE IMPROVEMENT

Object Classification (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-5132-0-2-302	Act.	Act.	Est.	Est.
Personnel compensation :				
11.1 Permanent positions	923	178	980	850
11.3 Position other than permanent	693	324	800	630
11.5 Other personnel compensation	<u>27</u>	<u>61</u>	<u>30</u>	<u>70</u>
Total personnel compensation	1,643	563	1,810	1,550
12.1 Personnel benefits: Civilian	154	48	163	140
21.0 Travel & transportation of persons	72	73	90	192
22.0 Transportation of things	213	80	566	566
23.2 Rent, communications, & utilities:				
- Other rent, communications, & utilities	30	6	80	80
24.0 Printing & reproduction	--	4	--	--
25.0 Other services	9	10	24	380
26.0 Supplies & materials	925	10	2,750	2,660
31.0 Equipment	131	1	348	350
32.0 Lands and structures	<u>1,006</u>	<u>140</u>	<u>2,986</u>	<u>2,832</u>
99.0 Total obligations	4,183	935	8,817	8,750

Personnel Summary

Total number of permanent positions	46	--	56	46
Full-time equivalent of other positions	71	--	95	75
Average paid employment	114	--	147	119
Average GS grade	9.39	--	9.33	9.33
Average GS salary	\$15,138	--	\$15,747	\$15,982

BUREAU OF LAND MANAGEMENT
Recreation Development and Operation of Recreation Facilities

Appropriation, 1977	\$300,000
Unobligated balance from prior years	<u>157,000</u>
Total available for obligation	457,000

Decreases:

Recreation Development and Operation of Recreation Facilities	<u>300,000</u>
Subtotal	157,000

Increases:

Recreation Development and Operation of Recreation Facilities	<u>300,000</u>
Total available for obligation	<u>457,000</u>
Budget Estimate (Obligations) 1978	-300,000
Unobligated balance planned, September 30, 1978	<u><u>157,000</u></u>

BUREAU OF LAND MANAGEMENT
Recreation Development and Operation of Recreation Facilities

Analysis by Activity

	Appropriation 1976	Appropriation 1977	No. of		1978 Budget Estimate	No. of		Budget Est. 1978 Compared with Appro- priation 1977	No. of		Page Ref.
			Perm. Pos.	Pos.		Perm. Pos.	Perm. Pos.				
<u>Recreation Development and Operation of Recreation Facilities</u>											
Total Appropriation	\$300,000	\$300,000	6		\$300,000	6		--	--		
Total Unobligated balance brought forward	81,000	157,000			157,000			--	--		
Total Obligation program	253,000	300,000			300,000			--	--		
Total Unobligated balance carried forward	128,000	157,000			157,000			--	--		

Recreation Development and Operation of Recreation Facilities: Fiscal Year 1977, \$300,000; Fiscal Year 1978, \$300,000; no change.

PROGRAM DESCRIPTION

Recreation Development and
Operation of Recreation
Facilities

FY 1978 Total, \$300,000
6 Positions

The Recreation Development and Operation of Recreation Facilities appropriation is derived from recreation user fees collected pursuant to the Land and Water Conservation Fund Act of 1965, as amended. Funds will complement recreation maintenance financed in the Acquisition, Construction, and Maintenance appropriation, and a similar function in the O&C Grant Lands appropriation. It will be used to perform corrective and preventive maintenance at recreation facilities on public lands. The amount of funds available from this appropriation is indefinite; however, no significant change in receipts is expected.



CAMPERS ENJOY WELL MAINTAINED AND OPERATED CAMPGROUND FACILITIES

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

For construction, operation, and maintenance of outdoor recreation facilities, including collection of special recreation use fees, to remain available until expended, \$300,000, to be derived from the special receipt accounts established by section 1(b) of the Act of July 15, 1968 (82 Stat. 354), and section 4(e) of the Act of July 11, 1972 (86 Stat. 461): *Provided*, That not more than 40 per centum of the amount credited pursuant to section 4(e) of the Act of July 11, 1972, shall be available for the enhancement of the fee collection system established by section 4 of such Act, including the promotion and enforcement thereof. (*Department of the Interior and Related Agencies Appropriation Act, 1977.*)

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

Program and Financing (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-5011-0-2-302	Act.	Act.	Est.	Est.
Program by activities:				
Development & operation of recreation facilities (program costs, funded)	228	88	300	300
Change in selected resources (unpaid, undelievered orders)	<u>25</u>	<u>-17</u>	<u>--</u>	<u>--</u>
10.00 Total obligations	253	71	300	300
Financing:				
21.00 Unobligated balance available, start of period	-81	-128	-157	-157
24.00 Unobligated balance available, end of period	<u>128</u>	<u>157</u>	<u>157</u>	<u>157</u>
40.00 Budget authority (appropriations) (Special fund)	300	100	300	300
Relation of obligations to outlays:				
71.00 Obligations incurred, net	253	71	300	300
72.00 Obligated balance, start of period	34	61	53	53
74.00 Obligated balance, end of period	<u>-61</u>	<u>-53</u>	<u>-53</u>	<u>-53</u>
90.00 Outlays	226	79	300	300

RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES

Object Classification (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-5011-0-2-302	Act.	Act.	Est.	Est.
Personnel compensation:				
11.1 Permanent positions	43	7	43	43
11.3 Positions other than permanent	68	30	68	68
11.5 Other personnel compensation	8	3	8	8
Total personnel compensation	119	40	119	119
12.1 Personnel benefits: Civilian	10	3	10	10
21.0 Travel & transportation of persons	4	3	6	6
22.0 Transportation of things	9	5	12	12
23.2 Rent, communications, & utilities:				
Other rent, communications, & utilities	1	--	1	1
24.0 Printing & reproduction	17	3	23	23
25.0 Other services	69	13	95	95
26.0 Supplies & materials	12	4	20	20
31.0 Equipment	5	--	7	7
32.0 Lands & structures	7	--	7	7
99.0 Total obligations	253	71	300	300

Personnel Summary

Total number of permanent positions	6	--	6	6
Full-time equivalent of other positions	7	--	7	7
Average paid employment	10	--	10	10
Average GS grade	9.39	--	9.33	9.33
Average GS salary	\$15,138	--	\$15,747	\$15,982

SERVICE CHARGES, DEPOSITS,
AND FORFEITURES

BUREAU OF LAND MANAGEMENT

Service Charges, Deposits and Forfeitures

Appropriation, 1977.	-0-
Unobligated balance from prior years	-0-
Total available for obligation	-0-

Decreases: -0-

Increases:

Rights-of-way Processing	\$10,400,000
Repair of Lands and Facilities	850,000

Budget Estimate 1978 \$ 11,250,000

BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS AND FORFEITURES
Analysis by Activities

	Appropriation		No. of		Budget Estimate		No. of	
	1976	1977	Perm.	Pos.	1978	Estimate	Perm.	Pos.
1. <u>Rights-of-Way Processing</u>								
Appropriation.	---	---	---	---	\$10,400,000		163	
Unobligated Balance						+\$10,400,000		+163
brought forward	---	---			---			
Obligation program . . .	---	---			10,400,000			
Unobligated balance						+ 10,400,000		
carried forward	---	---			---			
2. <u>Repair of Lands and Facilities</u>								
Appropriation.	---	---	---	---	850,000		2	
Unobligated Balance						+\$ 850,000		+ 2
brought forward	---	---			---			
Obligation program . . .	---	---			850,000			
Unobligated balance						+ 850,000		
carried forward	---	---			---			
Total Appropriation.	---	---	---	---	11,250,000		165	
Total Unobligated brought forward.	---	---			---			
Total Obligation program. .	---	---			11,250,000			
						+ 11,250,000		
Total Unobligated carried forward.	---	---			---			

1/ The increased 165 positions are transferred from the following appropriations; 163 positions - Management of Lands and Resources, +2 positions Permanent Appropriations.

SERVICE CHARGES, DEPOSITS AND FORFEITURES

Analysis of Activity

<u>FY 1976</u> <u>Amount</u> <u>Available</u>	<u>FY 1977</u> <u>Amount</u> <u>Available</u>	<u>FY 1978</u> <u>Amount</u> <u>Available</u>	<u>Increase (+)</u> <u>or</u> <u>Decrease (-)</u>
-0-	-0-	\$11,250,000	+\$11,250,000

Service Charges, Deposits and Forfeitures: FY 1977, -0-; FY 1978, \$11,250,000; an increase of \$11,250,000. The increase consists of:

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
1. <u>Rights-of-Way Processing</u>				
(a) +\$7,249,000	+130	\$7,249,000	130	<u>Energy Related Realty</u> - reflects transfer of cost recoverable case work functions from the <u>Management of Lands and Resources</u> appropriation as authorized by the Federal Land Policy and Management Act (P.L. 94-579).
(b) + 3,151,000	+ 33	3,151,000	33	<u>Alaska Pipeline-Post Construction</u> - reflects transfer of cost recoverable post construction monitoring function from the <u>Management of Lands and Resources</u> appropriation as authorized by the Federal Land Policy and Management Act (P.L. 94-579).
2. <u>Repair of Lands and Facilities</u>				
+ 850 000	+2	850,000	2	<u>Repair of Lands and Facilities</u> - Transfer the repair of lands and facilities function from the <u>Expenses, Public Land Administration Act</u> appropriation as authorized by the Federal Land Policy and Management Act (P.L. 94-579).
<u>+\$11,250,000</u>	<u>+165</u>	<u>11,250,000</u>	<u>165</u>	

PROGRAM SYNOPSIS

Rights-of-Way processing provides for the processing of cost recoverable right-of-way applications (casework). These activities include environmental analysis, environmental impact statement preparation, field examination, classification, appraisal, monitoring and surveillance of construction and post construction monitoring.

Certain permittees provide bonds or deposits to assure fulfillment of contracts. Monies received in forfeiture of such bonds or deposits are available for necessary improvement, protection and rehabilitation of damaged lands and facilities. Monies collected on Oregon and California Grant Lands are available for those lands

or facilities only and amounts in excess of the cost of doing the work are transferred to miscellaneous receipts.

MAJOR PROGRAM CHANGES

1. Rights-of-Way Processing +10,400,000; Total \$10,400,000
+163 positions, Total 163

(a) Energy Related Realty (+7,249,000 and 130 positions)

Proposal. To transfer the cost recoverable energy case work functions from the Management of Lands and Resources appropriation. Monies to pay for the cost recoverable projects will be provided in advance by the applicant before the BLM initiates any work on the application.

(b) Trans-Alaska Pipeline (+3,151,000 & 33 positions)

Proposal. Construction of the pipeline is on schedule and by the third quarter of 1977 the pipeline will be capable of delivering 600,000 bpd (barrels per day) at the Valdez Terminal; by the end of calendar year 1977 the system will be capable of 1,200,000 bpd. At that time, the monitoring and surveillance of the project will change to post construction operations and maintenance. The project will continue to be cost recoverable as provided by the amended Mineral Leasing Act of 1920 and the Federal Land Policy and Management Act of 1976.



THE TRANS-ALASKA PIPELINE

Justification. Since fiscal year 1974, the demand for rights-of-way over the public lands has expanded significantly. Primarily this can be attributed to the continuing shortage of energy fuels which in turn is stimulating the development of energy minerals both on private lands and leased Federal lands.

In order to provide for the transportation and/or distribution of these energy sources, the BLM issues rights-of-way and land use authorizations covering public lands used for construction of powerlines, pipelines, rail and tram roads and other facilities.

The Federal Land Policy and Management Act (P.L. 94-579) provides authority to the Bureau of Land Management to utilize receipts collected for costs related to the issuance and monitoring of rights-of-way permits instead of relying on general fund appropriations, and depositing collections as receipts in the general fund.

In the energy right-of-way sector, a project is described as the sum of a number of activities associated with receipt and processing of a permit application, granting the permit, and finally compliance monitoring during construction and operation of the facility. The majority of projects require preliminary investigation which includes alternate site analysis; processing applications for rights-of-way and special land use permits; preparation of environmental impact statements (EIS) where required; appraisal and reappraisal of fair market value; and construction supervision to insure compliance with stipulations, routing and other mitigating measures; and post construction compliance monitoring. Experience to date indicates the FY 1978 workload cost will be spread among the following categories:

	<u>\$000</u>
Preliminary Analysis	\$1,087
Environmental Analysis and Impact Statement Preparation	4,712
Permit Issuance	725
Compliance	<u>3,876</u>
	\$10,400

This program is highly manpower intensive as each project requires special types of expertise for environmental analysis and impact statement preparation. However, beginning in 1977, BLM has intensified the use of contractors for both data gathering and analysis activities on the larger projects to minimize the number of new personnel required. Smaller projects generally cannot be accomplished efficiently by contract as the time required for preparation of requests for proposals and supervising contract activities becomes disproportionate to the total effort required.

This program depends entirely on the number and types of rights-of-way applications that are ongoing or contemplated and the program is dynamic, changing from day-to-day. Currently known and identified projects which will require full or partial BLM involvement during FY 1978 include:

- 16 power plant complexes (including 4 nuclear plants)
- 50 power transmission lines (69 to 500 KV, many interstate, ranging from 50-800 miles)
- 13 oil and gas pipelines (including Trans-Alaska Pipeline), and the SOHIO and Arctic Gas Pipelines
- 5 industrial reservoirs
- 5 railroads
- 22 miscellaneous including solar, desalinization and hydroelectric plants

111 Projects

Residual monitoring of the Alaska pipeline construction, and completion of the construction of 5 pumping stations and the terminal facilities will be continued into FY 1978. Operations and maintenance monitoring and surveillance will also go into effect. Principle functions of this monitoring include:

- development and carrying out an O&M surveillance plan.

- continuing all responsibility associated with grants and permits issued during the course of construction of pipeline and extending into the post-construction period

PROGRAM DESCRIPTION

Rights-of-Way Processing

+\$10,400,000; Total \$10,400,000
+163 Positions; Total 163 Positions

The Federal Land Policy and Management Act provides for full cost recovery, exclusive of managerial overhead, for the processing and administration of rights-of-way over the public lands. Title I of the 1973 amendment to the Mineral Leasing Act of 1920 also provides authority to the Secretary of the Interior to process and issue permits for oil and gas pipeline rights-of-ways that cross the lands of any two or more Federal agencies; this authority has been redelegated to BLM and appropriate cost recovery procedures for these types of actions will follow the general procedures established for public land rights-of-way.

Receipt of an application for a right-of-way will be followed by a cost estimate to process that application up to the point of permit issuance or rejection. As applicable, periodic advance deposits will be requested from the applicant which will be deposited in this appropriation and used to finance the costs of processing. By use of a special code number for each project, BLM's automated financial management system keeps track of the total costs associated with each project including reasonable allocation for certain indirect common program service costs. At the time of permit issuance or rejection any unused deposits are refunded to the applicant or credited against deposit requirements for construction monitoring. Similar deposits, cost accounting and refunds of unused deposits occur during construction and post construction monitoring of an approved right-of-way permit.

Because of the unpredictable nature of when and where rights-of-way requests, may occur, this new Service Charges, Deposits and Forfeiture appropriation will give BLM greater flexibility in responding to rights-of-way applicants and will ensure immediate availability of funds for processing applications. Accordingly, it will also negate the need for regular supplemental appropriations when a new, unplanned project suddenly arrives on the scene as has been required recently for such efforts as the SOHIO (Southern California to Midland, Texas) and Arctic Gas pipeline.

MAJOR PROGRAM CHANGES

2. Repair of Lands and Facilities

+\$850,000; Total \$850,000
+2 Positions; Total 2 Positions

Proposal. To utilize revenue from forfeitures of bonds or deposits to assure fulfillment of permits and leases. When the lands or facilities are damaged and are not rehabilitated by the permit or lease holder, the bonds and deposits are forfeited.

Justification. The Federal Land Policy and Management Act (94-579) provides that as a result of the forfeiture of a bond or other security by a resource developer purchaser, or permittee who does not fulfill the requirement of a contract, permit, or regulations, the BLM is authorized to use these funds to cover the cost of any improvement, protection, or rehabilitation work on damaged lands and facilities.

PROGRAM DESCRIPTION

2. Repair of Lands and Facilities

\$850,000

2 Positions

Funds will be used to restore or rehabilitate damaged lands or facilities to reduce resource and economic loss. The need for rehabilitation of damaged lands is assessed in terms of the possibility of downstream flooding, potential for natural healing in a short time, erosion and run off potential, and other off-site as well as on-site factors. If rehabilitation is deemed necessary, work is begun as soon as possible to stabilize conditions and regenerate vegetative covers.

Delay in starting revegetation or other rehabilitation measures often allows site deterioration to get a head start, rendering some treatment techniques ineffective and most often resulting in more costly measures.

Repairs are made to public land facilities such as water developments, recreation facilities and other facilities in an expeditious manner to protect the utility of the facility for the general public and other public land users. This activity also provides for the reclamation of community pits and common material sites.

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 211(b)(2), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976, Public Law 94-579, to remain available until expended.

EXPLANATION OF NEW APPROPRIATION LANGUAGE AND ACTIVITY STRUCTURE

The proposed language for "Service Charges, Deposits, and Forfeitures" will create a new receipt limitation no-year special fund appropriation of all revenues collected under specified sections of the Federal Land Policy and Management Act of 1976. In each instance, the Act authorizes appropriation of those receipts. Sections 304a, 304b, and 504g are applicable to the collection of reasonable administrative and other costs, including environmental impact statement preparation costs, in connection with right-of-way applications from the private sector. Costs of "management overhead" and that portion of processing costs, if any, that are incurred for the general public benefit will not be charged to applicants as specified in Section 304(b). These costs will continue to be borne by the "Management of Lands and Resources" appropriation as will as the cost of processing right-of-way applications from governmental agencies.

Section 305 of the Federal Land Policy and Management Act replaces previously existing authority which permanently appropriated certain receipts under the account title "Expenses, Public Land Administration Act." These receipts include, but are not necessarily limited to, collections for timber trespass damages, from forfeitures of timber sale bonds, and for reclamation of community pits and common material sites. The new Act repeals the permanent appropriation Public Land Administration Act authority and requires appropriations language to be enacted annually to make these revenues available. Section 305 collections will be expended under the proposed "Repair of lands and facilities" activity. As required by the Act, applicable collections from the Oregon and California Grant Lands will be expended only for repair of those lands and will be segregated from collections made elsewhere.

No-year language is necessary for this account because rights-of-way processing costs are deposited in advance of the work being done and receipts in one year will often be needed for expenses in the following year.

Section 211(b)(2) of the new Act provides new authority to sell so called "omitted lands" (lands fraudulently or erroneously omitted from original cadastral surveys) to private individuals upon payment of fair market value, the cost of surveys, and applicable administrative costs. Subsequent to initial drafting of the proposed appropriations language for this account, it was determined that the revenues from the omitted lands sales function should be treated as trust fund receipts similar to amounts received under other laws authorizing individuals to make deposits for survey work. Therefore, section 211(b)(2) is erroneously cited in the "Service Charges, Deposits, and Forfeitures" language in the printed Budget. It is requested that the Congress modify the proposed language accordingly.

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

Program and Financing (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-5017-0-2-302	Act.	Act.	Est.	Est.
Program by activities:				
1. Rights-of-way processing	--	--	--	10,400
2. Repair of lands & facilities	--	--	--	850
10.00 Total program costs, funded (obligations)	--	--	--	11,250
Financing				
40.00 Budget authority (appropriation) (indefinite, special fund)	--	--	--	11,250
Relationship of obligations to outlays:				
71.00 Obligations incurred, net	--	--	--	11,250
74.00 Obligated balance, end of period	--	--	--	-750
90.00 Outlays	--	--	--	10,500

SERVICE CHARGES, DEPOSITS, AND FORFEITURES

Object Classification (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-5017-0-2-302	Act.	Act.	Est.	Est.
Personnel compensation:				
11.1 Permanent positions	--	--	--	2,308
11.3 Positions other than permanent	--	--	--	580
11.5 Other personnel compensation	--	--	--	15
Total personnel compensation:	--	--	--	2,903
12.1 Personnel benefits: Civilian	--	--	--	302
21.0 Travel & transportation of persons	--	--	--	561
22.0 Transportation of things	--	--	--	220
23.2- Rent, communications, and utilities:				
Other rent, communications, and utilities	--	--	--	270
24.0 Printing and reproduction	--	--	--	585
25.0 Other services	--	--	--	5,306
26.0 Supplies and materials	--	--	--	193
31.0 Equipment	--	--	--	310
32.0 Lands and structures	--	--	--	600
99.0 Total obligations	--	--	--	11,250

Personnel Summary

Total number of permanent positions	--	--	--	165
Full-time equivalent of other positions	--	--	--	60
Average paid employment	--	--	--	217
Average GS grade	--	--	--	9.33
Average GS salary	--	--	--	\$15,982

WORKING CAPITAL FUND

BUREAU OF LAND MANAGEMENT
Working Capital Fund

Appropriation, 1977	-
Unobligated balance from prior years.	-
Total available for obligation	-
<u>Increases:</u>	
Initial capital for working capital fund.	\$2,000,000
Budget Estimate 1978	<u>\$2,000,000</u>

BUREAU OF LAND MANAGEMENT
Working Capital Fund
Analysis by Activities

Activity/ Subactivity	Appropriation 1976	Appropriation 1977	No. of Perm. Positions	1978 Budget Estimate	No. of Perm. Positions	Budget Estimate 1978 Compared with Appropriation 1977	No. of Perm. Positions
Working Capital Fund	--	--	--	\$2,000,000	115	+\$2,000,000	+115*

*Reflects proposed transfer of existing positions from other appropriations.

Working Capital Fund: Fiscal Year 1977, -0-; Fiscal Year 1978, \$2,000,000; increase of \$2,000,000.

<u>Increase (+) or Decrease (-)</u>	<u>Total</u>	<u>Total</u>	<u>Explanation</u>	
<u>Amount</u>	<u>Positions</u>	<u>Program</u>	<u>Positions</u>	
\$ +2,000,000	+115	\$ 2,000,000	115	
			To provide initial capitalization for fund; positions are not new ones, but are transfers from other appropriations.	
+	(\$200,000)	(200,000)	GSA space costs incl. above.	
+	\$2,000,000	+115	+\$2,000,000	115

PROGRAM SYNOPSIS

The working capital fund was authorized by the Federal Land Policy and Management Act of 1976 (Public Law 94-579, section 306). This intragovernmental fund is to be available for support activities including furnishing supplies, equipment services, and aircraft services in support of Bureau programs. The capitalization for the fund will come from this appropriation plus the value of net inventories, equipment, and other assets transferred (without reimbursement) to the fund as it is implemented. Services and supplies provided by the fund to other BLM activities and other Federal agencies will be charged at rates designed to recover costs including an income provision for increased future costs of equipment replacement.

Proposal: Upon appropriation and transfer of assets, the working capital fund will operate necessary storage facilities, equipment yards, and related improvements. The fund will purchase, lease, or rent of motor vehicles, aircraft, heavy equipment, and fire control and other resource management equipment.

The 115 positions increase shown in this appropriation are transfers from other BLM appropriations and are as follows:

<u>Appropriation</u>	<u>Activity</u>	<u>Number</u>	<u>Total Appropriations</u>
Management of Lands and Resources	Range Mgmt.	5	
	Soil, Water, Air Mgmt.	2	
	Wildlife Habitat Mgmt.	2	
	Fire Mgmt.	5	
	Forest Mgmt.	<u>1</u>	15
Oregon and California Grant Lands	Road Maintenance	50	
	Forest Development	5	
	Recreation Facilities		
	Maintenance	<u>5</u>	60
Acquisition, Construction & Maintenance	Road Maintenance	24	
	Recreation Facilities		
	Maintenance,	5	
	Building Maintenance	<u>1</u>	30
Range Improvement	Range Improvement	<u>10</u>	<u>10</u>
TOTAL			<u>115</u>

Justification: The working capital fund will be a self-sustaining revolving fund. After initial capitalization, the fund will supply and support services of the Bureau, other Interior agencies, and other Federal agencies at use rates which will recover the costs of operations, repair and maintenance, depreciation, warehousing, transportation, and administration. Additionally, the use rate will include an increment to provide additional resources for replacement of fully depreciated equipment, which without benefit of this replacement increment could not otherwise be replaced solely from the fund.

In providing for replacement of major capitalized equipment through a working capital fund, the Bureau will have the capability to deal with fluctuations normal to a continuing cycle of business-type operations. By eliminating the "peak and valley" problems related to major capitalized equipment purchases from a single year's appropriation, the BLM will be better able to stabilize operating program levels from year to year. A major example is the impact of purchasing needed replacement road maintenance equipment such as motor patrols on a BLM state's operating budget for a single year.

Another advantage of the self-sustaining working capital fund is the economics of scale the fund will enjoy. It will facilitate centralized buying, as well as large volume buying of supplies and materials which should allow discounts to accrue to the fund which in turn can be passed on as savings to customer activities.



*EXAMPLE OF EQUIPMENT SERVICES TO BE PROVIDED BY
THE WORKING CAPITAL FUND FOR THE ROAD MAINTENANCE PROGRAM*

Cost Factors. The \$2,000,000 of initial capitalization will provide the start-up operating costs of the fund until revenues begin to accrue.

PROGRAM DESCRIPTION

Aircraft services is one of the support services to be provided by the fund. In providing this service for fire and other programs, the fund will acquire aircraft currently owned and/or leased (long-term) by BLM which are located at the Boise Interagency Fire Center (BIFC). Rates will be charged to the activity or agency requesting aircraft support so as to recover full costs of operations and a fair contribution to future replacement reserves. In doing business in this manner, the fund will insure accurate allocation of costs to benefiting activities and/or agencies.

Equipment services, like aircraft services, will be provided by the fund. Currently owned BLM major capitalized equipment will be transferred to the fund, and will be charged out at a use rate insuring full costs recovery and a fair contribution to future replacement reserves. Examples of this type of service include road graders, bulldozers, back-hoes, front-end loaders, etc.

Supply services will include the sale of needed resource and facility development and maintenance supplies, and supplies used in cadastral and firefighting programs. This includes such diverse items as fire kits (clothing, shoes, axes, chain saws, shovels, sleeping bags, blankets, etc.), signs for buildings, roads, recreation sites, etc. (some of which are currently fabricated in BLM's sign shops to be operated by the fund), food stores for firefighters etc. Costs of these items will be charged so as to recover full costs of purchase by the fund, warehousing, etc. The supply service function is not expected to be operational until the later part of FY 1978 as more preliminary administrative and accounting systems work is required prior to activation of this activity as compared to aircraft and equipment services.



*HELICOPTERS ARE USED FOR AERIAL SEEDING
AND OTHER DEVELOPMENT, AND PROTECTION ACTIVITIES*

Space: Public Law 92-313, Public Building Amendments of 1972, requires that effective July 1, 1974, agencies be charged for space and related services provided by General Services Administration (GSA) at approximate commercial equivalent rates. The estimated requirement for space and related services in GSA facilities based on rates supplied by GSA, \$200,000, is included in the program for this appropriation.

WORKING CAPITAL FUND

For initial capital for the working capital fund to be established pursuant to Section 306 of the Federal Land Policy and Management Act of 1976 (Public Law 94-579), \$2,000,000, to remain available until expended.

EXPLANATION OF NEW APPROPRIATION LANGUAGE

Section 306 of the Federal Land Policy and Management Act of 1976 authorizes a BLM Working Capital Fund and appropriations of up to \$3 million for initial capitalization of the fund. The proposed appropriation language will make \$2.0 million available until expended for this purpose. Once established, the fund will be a self-sustaining revolving fund.

WORKING CAPITAL FUND

Program and Financing (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-4525-0-4-302	Act.	Act.	Est.	Est.
Program by activities:				
Land Management related supplies and support:				
Operating costs, funded	--	--	--	12,300
Capital outlay, funded	--	--	--	1,200
Unfunded adjustments to total operating cost: Property transferred in without charge	--	--	--	-2,500
Total program costs, funded	--	--	--	11,000
Change in selected resources (Stores, undelivered orders)	--	--	--	3,200
10.00 Total obligations	--	--	--	14,200
Financing:				
Offsetting collections from:				
11.00 Federal funds:				
Revenue	--	--	--	-12,200
Income provision for increased cost of equipment replacement	--	--	--	-300
24.00 Unobligated balance, end of period	--	--	--	300
40.00 Unobligated balance, end of period	--	--	--	2,000
Relation of obligations to outlays:				
71.00 Obligations incurred, net	--	--	--	1,700
74.00 Obligated balance, end of period	--	--	--	-1,700
90.00 Outlays	--	--	--	-- a/

a/ Outlays are reflected in "customer" appropriation accounts.

WORKING CAPITAL FUND

Object Classification (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-4525-0-4-302	Act.	Act.	Est.	Est.
Personnel compensation:				
11.1 Permanent positions	--	--	--	1,780
11.3 Positions other than permanent	--	--	--	810
11.5 Other personnel compensation	--	--	--	10
Total personnel compensation	--	--	--	2,600
12.1 Personnel benefits: Civilian	--	--	--	250
21.0 Travel & transportation of persons	--	--	--	50
22.0 Transportation of things	--	--	--	90
Rent, communications, & utilities				
23.1 Standard level user charges	--	--	--	200
23.2 Other rent, communication, & utilities	--	--	--	100
24.0 Printing and reproduction	--	--	--	10
25.0 Other services	--	--	--	2,500
26.0 Supplies & materials	--	--	--	7,200
31.0 Equipment	--	--	--	1,200
99.0 Total obligations	--	--	--	14,200

Personnel Summary

Total number of permanent positions	--	--	--	115
Full-time equivalent of other positions	--	--	--	90
Average paid employment	--	--	--	195
Average GS grade	--	--	--	9.33
Average GS salary	--	--	--	\$15,982

MISCELLANEOUS TRUST FUNDS

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under Section 307 of the Act of October 21, 1976 (Public Law 94-579), and such amounts as may be advanced for administrative costs, surveys, appraisals, and cost of making conveyances under Section 211(b) of that Act.

EXPLANATION OF NEW APPROPRIATION LANGUAGE AND TRUST ACCOUNT TITLE

The Public Land Policy and Management Act of 1976 contains new authorities for receipt and expenditure of monies received as donations or gifts (Section 307). The Act also provides for the sale of unsurveyed islands to states or their political subdivisions, and for the sale of omitted lands (lands fraudulently or erroneously omitted from original cadastral surveys) to states, political subdivisions, or individuals. Under the Act, states or political subdivisions may donate funds for cadastral surveys required prior to conveyance, and individuals must additionally pay administrative costs and fair market value of the land (receipts in payment of fair market value will be deposited to the general fund). Revenues for unsurveyed islands and omitted lands surveys and administrative costs of conveyance plus gifts and donations under Section 307 must all be appropriated before they can be used. The proposed appropriations language will accomplish this.

BLM is also authorized to accept contributions under the Taylor Grazing Act, and to accept advances by individuals to pay the costs of cadastral surveys requested by them under various statutes. Prior to 1977, these funds were available under two permanently authorized trust funds - "Contributed Funds" and "Expenses, Public Survey Work". To simplify the budget structure, these two trust funds are being combined into a single new trust account, the "Land and Resources Management Trust Fund" in Fiscal Year 1977. The new authorities and functions described above, which require Appropriations Act language, will be added under this fund in Fiscal Year 1978. Separate subactivities within the fund will be used to segregate Taylor Grazing Act contributions, unsurveyed islands and omitted lands conveyance expenses, expenses of other public survey work, and gifts and donations under Section 307 of the Federal Land Policy and Management Act of 1976.

TRUST FUNDS

Program and Financing (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-9971-0-7-302	Act.	Act.	Est.	Est.
Program by activities:				
1. Land & resources management trust fund	--	--	699	699
2. Contributed funds	336	121	--	--
3. Expenses, public survey work	61	37	--	--
4. Trustee funds, Alaska townsites	<u>10</u>	<u>--</u>	<u>1</u>	<u>1</u>
Total program costs, funded	407	158	700	700
Change in selected resources (unpaid undelivered orders)	<u>37</u>	<u>-63</u>	<u>--</u>	<u>--</u>
10.00 Total obligations	444	95	700	700
Financing				
21.00 Unobligated balance available, start of period	-774	-751	-889	-889
24.00 Unobligated balance available, end of period	<u>751</u>	<u>889</u>	<u>889</u>	<u>889</u>
Budget authority	421	233	700	700
Budget authority:				
Current:				
40.00 Appropriation (indefinite)	--	--	100	100
Permanent:				
60.00 Appropriation (undefinite)	421	233	600	600
Distribution of budget authority by account:				
Land & resources management trust fund	--	--	699	699
Contributed funds	295	181	--	--
Expenses, public survey work	96	50	--	--
Trustee funds, Alaska townsites	31	2	1	1
Relation of obligations to outlays:				
71.00 Obligations incurred, net	444	95	700	700
72.00 Obligated balance, start of period	75	109	44	94
74.00 Obligated balance, end of period	<u>-109</u>	<u>-44</u>	<u>-94</u>	<u>-144</u>
90.00 Outlays	411	160	650	650
Distribution of outlays by account:				
Land & resources management trust fund	--	--	605	649
Contributed funds	334	131	40	--
Expenses, public survey work	61	34	4	--
Trustee funds, Alaska townsites	15	-5	1	1

TRUST FUNDS

Object Classification (in thousands of dollars)

Identification Code	1976	T.Q.	1977	1978
14-9971-0-7-302	Act.	Act.	Est.	Est.
Personnel compensation:				
11.1 Permanent positions	37	10	73	73
11.3 Positions other than permanent	122	24	188	188
11.5 Other personnel compensation	<u>7</u>	<u>2</u>	<u>8</u>	<u>8</u>
Total personnel compensation	166	36	269	269
12.1 Personnel benefits: Civilian	14	3	17	17
21.0 Travel & transportation of persons	6	9	13	13
22.0 Transportation of things	10	5	13	13
23.2 Rent, communications, & utilities:				
Other rent, communication, & utilities	13	2	15	15
24.0 Printing & reproduction	--	--	20	20
25.0 Other services	51	15	82	82
26.0 Supplies & materials	78	12	156	156
31.0 Equipment	27	4	3	3
32.0 Lands & structures	<u>79</u>	<u>9</u>	<u>112</u>	<u>112</u>
99.0 Total obligations	444	95	700	700

Personnel Summary

Total number of permanent positions	3	--	3	3
Full-time equivalent of other positions	12	--	12	12
Average paid employment	14	--	14	14
Average GS grade	9.39	--	9.33	9.33
Average GS salary	\$15,138	--	\$15,747	\$15,982

ADMINISTRATIVE PROVISIONS

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, *insurance on official motor vehicles, aircraft, and boats operated by the Bureau of Land Management in Canada*; and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; \$10,000 for payment, *in the discretion of the Secretary, for information or evidence concerning violations of laws administered by the United States Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities, authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000*: *Provided, That* [of] appropriations herein made for the Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the general fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further*, That herein appropriations made may be expended on a reimbursable basis for (1) surveys of lands other than those under the jurisdiction of the Bureau of Land Management and (2) protection of lands for the State of Alaska [: *Provided further*, That notwithstanding any other provisions of law, payments to States made in fiscal year 1977, under the Mineral Leasing Act of 1920 (30 U.S.C. 191, 30 U.S.C. 285), will be based on receipts collected during the period July 1, 1976, through March 31, 1977: *Provided further*, That notwithstanding any other provisions of law, Bureau of Land Management payments to States and counties made in fiscal year 1977, under statutes other than the Mineral Leasing Act of 1920, will be based on receipts collected during the period July 1, 1976, through September 30, 1976]. (*Department of the Interior and Related Agencies Appropriation Act, 1977.*)

EXPLANATION OF CHANGES IN LANGUAGE

In cooperation with the Department of State, BLM provides reimbursable assistance to Canada in fighting some large wildfires. The Tort Claims Act does not cover Bureau employees operating government owned vehicles in Canada. Thus, Bureau employees could be held personally liable for accidents which could occur during the discharge of official duties in Canadian territory. The first change in the proposed administrative provisions language will permit the Bureau to insure government owned vehicles in Canada and thus protect Bureau employees against personal liability should accidents occur.

In combating illegal activities such as trafficking in wild horses, it is sometimes necessary for BLM special agents to purchase information or evidence, or to immediately acquire material and/or services to insure the success of a law enforcement operation. Proposed new Administrative Provisions language will permit expending up to \$10,000 for each of these two functions at the discretion and approval of the Secretary, and without regard to usual procurement regulations as the situation dictates. The confidentiality of such purchases can be paramount, assuring the safety of special agents and others.

Other changes to the Administrative Provisions are proposed to delete an unnecessary and confusing preposition and to delete the special authorization required to make payments of shared revenues in fiscal year 1977 based on Transition Quarter receipts.

BUREAU OF LAND MANAGEMENT

CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS PAID FROM FUNDS
AVAILABLE TO THE BUREAU OF LAND MANAGEMENT

	1976 Actual	1977 Estimate	1978 Estimate
Executive Level V	<u>1</u>	<u>1</u>	<u>1</u>
Subtotal	<u>1</u>	<u>1</u>	<u>1</u>
GS-17	1	1	1
GS-16	12	12	12
GS-15	51	51	51
GS-14	144	146	146
GS-13	397	432	434
GS-12	786	860	870
GS-11	1,221	1,360	1,405
GS-10	16	16	16
GS- 9	890	960	1,016
GS- 8	106	107	107
GS- 7	500	583	591
GS- 6	268	286	286
GS- 5	508	585	593
GS- 4	230	264	269
GS- 3	63	75	78
GS- 2	<u>6</u>	<u>4</u>	<u>4</u>
Subtotal	<u>5,199</u>	<u>5,742</u>	<u>5,879</u>
Total permanent positions	5,200	5,743	5,880
Unfilled positions, June 30	<u>-442</u>	<u>-468</u>	<u>-468</u>
Total permanent employment, end of year	<u>4,758</u>	<u>5,275</u>	<u>5,412</u>

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